

Arnold Schwarzenegger, Governor

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California Department of Corrections and Rehabilitation  
Corrections Standards Authority

# Title II

## Formula Grants Program

### Three Year Plan Application



*FFY 2009-2011 (2010 Update)*

**STATE OF CALIFORNIA**

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# **FOREWORD**

## **Title II, Formula Grants Program Three Year Plan Application**

The Title II Formula Grants Program, Comprehensive Three-Year State Plan Application for Federal Fiscal Year (FFY) 2010 represents an update to the 2009 three-year plan application submitted to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The 2010 plan application is the Corrections Standards Authority's (CSA) third three-year comprehensive plan application for the Title II Formula Grants Program since the program was transferred to the agency in 2004. OJJDP has not released the 2010 allocations to date, therefore this application is based on the FFY 2009 grant allocation.

This plan represents the following:

- New members of the Corrections Standards Authority Board
- Statistical data - Analysis of Juvenile Crime Problems and Juvenile Justice Needs
- Plan for Compliance Monitoring
- Plan for Compliance with Disproportionate Minority Contact (DMC) Core Protection
- Updated personnel assigned to the Title II Formula Grants Program
- Updated data on the Relative Rate Index – as an attachment

This plan and budget were approved by the Corrections Standards Authority board on March 11, 2010, and the plan was submitted to OJJDP on March 24, 2010.

# **Attachment 1**

## **California's 2010 State Plan Program Narrative**

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**CSA ATTACHMENTS:**

**Attachment 1- CSA Compliance Monitoring Manual**

**Attachment 2- California's Monitoring Authority**

**Attachment 3- California's Yearly Compliance Monitoring Timetable**

**Attachment 4- Compliance Monitoring Definitions**

# **California's State Plan Program Narrative Comprehensive Three-Year Plan Components**

## **ABSTRACT**

The State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP) was reconstituted effective February 2007, pursuant to the federal Juvenile Justice and Delinquency Prevention (JJDP) Act, and functions as California's State Advisory Group (SAG).

In carrying out its responsibilities, California's SACJJDP serves as an Executive Steering Committee (ESC) of the Corrections Standards Authority (CSA). The SACJJDP is tasked with review of juvenile crime statistics, identification of trends within the continuum, and development of best practices and relevant policy in making regular recommendations to the CSA. Representative of the local juvenile justice community, the SACJJDP pursues the development of useful solutions and ideas which can be practically applied to support system improvement efforts. In 2009 the SACJJDP completed development of a strategic plan which also resulted in the Title II Formula Block Grant 3-year plan; as such, five program purpose areas were identified in the 2009-2011 three-year plan. The five focus areas are as follows: alternatives to detention, evidence-based programming, DMC, holistic approach to offender counsel, and restorative justice principles.

Upon recommendation of the SACJJDP, the CSA plans to issue a statewide Request for Proposals (RFP) that will invite local governments, private nonprofit agencies, and tribes to compete for available Formula Grant funds. Title II Formula Grant funds are allocated on a three year cycle provided congress appropriates continued funding. Since eligibility for second and third year funding is contingent in part on grantees' ability to demonstrate progress toward achieving the identified goals for the project, the application requires grantees to identify strengths and weaknesses of the program during the first and second year and to describe modifications needed to improve the program in the second and third year of program application. The last competitive RFP for Title II Formula Grants in California occurred in July 2006; a new three-year grant cycle will be expected to be administered in the fall of 2011.

## **1. DESCRIPTION OF THE SYSTEM**

### **Structure and Function of the Juvenile Justice System**

#### **California's Juvenile Justice System**

The juvenile justice system is a concept which is used to describe the agencies that have a role in the processing of juveniles alleged to be involved in criminal or delinquent behavior, status offenders, minor traffic violations, or juveniles who are victims of parental abuse or neglect. Youth serving agencies that make up the juvenile justice system are guided by the Welfare and Institutions Code (WIC) which states the purpose of juvenile court law to be:

- To secure for each minor under the jurisdiction of the Juvenile Court such care and guidance, preferably in his/her own home, as will serve the spiritual, emotional, mental, and physical welfare of the minor and the best interest of the state.
- To protect the public from criminal conduct of minors.
- To impose on the minor a sense of responsibility for his/her own acts.
- To preserve and strengthen the minor's family ties when ever possible.

- To remove the minor from custody of the parents only when necessary for his/her welfare or the safety to protection of the public.
- To secure for the minor, when he/she is removed from his/her own family, custody, care and discipline equivalent to that which should have been given by his/her parent (Section 202(a) WIC).

The scope of the juvenile system is more encompassing than the adult system because the former deals with aspects of the juvenile's case beyond the alleged offense. One overriding principle of the juvenile justice system is the obligation of the state/community to look after the welfare of children while assuring the general welfare of the public. Other concepts and procedures that separate the way juveniles are handled from adults in the system include:

- Concept of parents patriae – This concept, developed under English Common Law, stresses the obligation of the State to assume the responsibility for the welfare of children. This was further redefined to direct proceedings that any action always be conducted in “the best interest of the juvenile.”
- Court – The creation of a court (Superior), which has sole jurisdiction over petitions relating to juveniles.
- Detention – When detained, juveniles must be separated from adults; juveniles must be released when pending additional proceedings whenever possible.
- Confidentiality of records – Matters relating to juveniles under jurisdiction of the Juvenile Court are strictly confidential and not available for public dissemination or for review.
- Sealing of records – Juveniles may have their records sealed relating to all aspects of their involvement with the juvenile justice system at the age of 18 provided they have not been convicted of a felony or misdemeanor involving moral turpitude and the juvenile's rehabilitation has been satisfactory to the Court.
- Rehabilitation – The proceedings and dispositions of the Juvenile Court are directed toward rehabilitation as well as punishment.

### **Agency Responsibilities**

The juvenile justice system is composed of many agencies that have direct responsibility for various functions in the system. In California, agencies include (1) law enforcement (County Sheriff's Department, City Police Department, and Highway Patrol, etc.), (2) District Attorney and Public Defender, (3) the Probation Department and Health Services Department (Dependent Intake, Children's Protective Services and Placement), and (4) Juvenile Court. The basic functions of these agencies as they relate to the juvenile justice system are:

- Law Enforcement – enforces the laws in the State within its jurisdiction by investigating complaints and making arrests.
- District Attorney – files “602” petitions, represents the community at all Juvenile court hearings and may act in the juvenile's behalf on “300” petitions. (602 petitions allege that a juvenile committed an act that would be against the law if committed by an adult. 300 petitions allege that a child has suffered, or is at risk of suffering serious physical harm, sexual abuse, neglect, etc.)
- Public Defender – represents juveniles in “601” and “602” petitions and may represent parents in “300” petitions. A court appointed or private attorney may also be used. (601 petitions allege runaway behavior, truancy, curfew violations, and/or regular disobedience.)
- Probation – provides a screening function for the Juvenile Court; maintains intake services and a detention facility for “602s”; provides intake, shelter care, and counseling services for “601s”; provides the court with an impartial study of the minor's situation; and provides supervision for the minor as ordered by the court.

- Health and Human Services – offers services to juveniles referred as possible dependent/neglect children; investigates and files “300” petitions on behalf of juveniles and provides supervision of “300” cases.
- Juvenile Court – hears facts regarding “300”, “601”, and “602” petitions, makes findings and declares disposition of cases. The Court has the final authority in all juvenile matters under its jurisdiction.
- Division of Juvenile Justice – Those youths, committed by the juvenile and criminal courts to the California Department of the Corrections and Rehabilitation, Division of Juvenile Justice (DJJ), are received for treatment, training, and education. DJJ is one of the largest youth corrections agencies in the nation providing services to juvenile offenders in facilities and on parole. As part of the state's criminal justice system, the DJJ works closely with law enforcement, the courts, district attorneys, public defenders, probation and a broad spectrum of public and private agencies concerned with, and involved in, the problems of youth.

Upon making an arrest, a law enforcement agency typically refers the case to the probation department in the juvenile’s county of residence. Nearly all referrals are generated by police and sheriff’s departments (88.6 percent in 2008)<sup>1</sup>, with the remainder coming from other sources. Probation departments investigate all referrals received and make a determination of how to proceed with each. Disposition of cases include counsel and release, transfer to the jurisdiction where the minor resides, wardship and probation, out-of-home placement, commitment to juvenile hall or camp, and commitment to the DJJ. Most wards (57.7 percent in 2008)<sup>2</sup> were allowed to return home under the supervision of the probation department.

The following flowchart provides statistical data of the Juvenile Justice System:

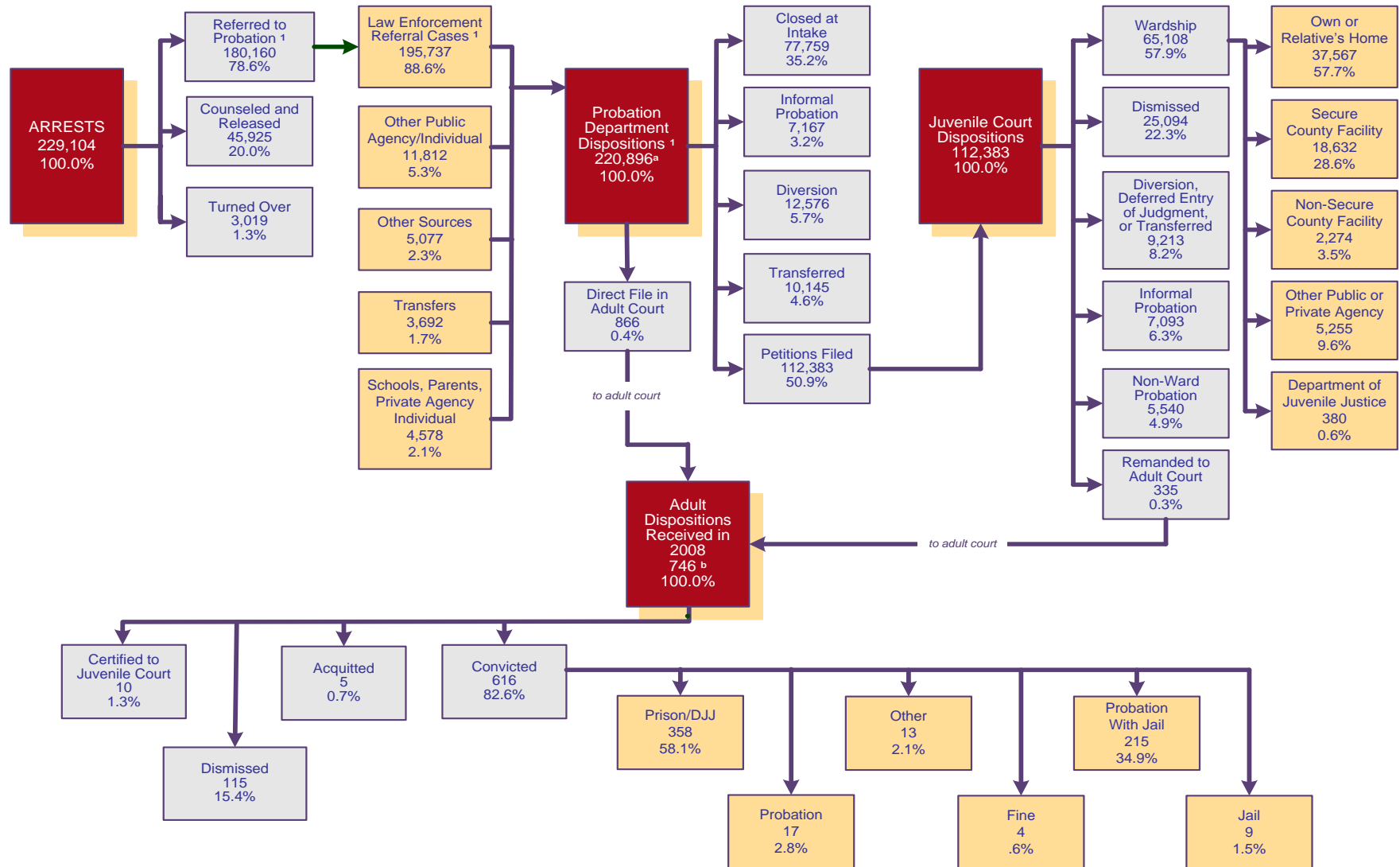
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<sup>1</sup> Juvenile Justice in California, 2008, California Department of Justice

<sup>2</sup> *ibid*



## STATISTICAL DATA OF THE JUVENILE JUSTICE SYSTEM



<sup>1</sup> The arrest data are reported by law enforcement agencies, whereas law enforcement referral data are reported by probation departments. Comparisons between arrest data and referral data should not be made because of differences in the units of count between the two sources.  
<sup>a</sup> Includes the 335 juveniles sent directly to adult court.  
<sup>b</sup> In 2008, probation departments reported information on 1,201 transfers to the adult system. The adult disposition information being discussed here is for the 746 dispositions received in 2008.  
 Source: California Department of Justice report: Juvenile Justice in California 2008

## **System Flow**

As with other social systems, the juvenile justice system does not function in a vacuum. There are several entities that interact with the system. Those other entities make up the external environment of the juvenile justice system. Included in the external environment are the United States Congress through the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the California State Legislature through the Corrections Standards Authority, Office of Emergency Services, DJJ, and community-based organizations, which may provide services to juveniles under the Court's jurisdiction.

The following section shows an analysis of the step-by-step process employed by the juvenile justice system in processing "602" juveniles involved in delinquent incidents. The analysis of the "602" process is organized around a detailed flow chart which describes the agencies, decision options, and general process followed in handling each juvenile referral. In presenting the official system, the information is organized by (1) general statutory authority for handling each type of juvenile incident, (2) jurisdictional authority, (3) dispositional options used, and (4) non-mandated services which agencies may have developed.

In August 2007 a significant piece of legislation was passed which has substantially impacted California's Juvenile Justice system. Governor Schwarzenegger signed Senate Bill 81 which served to realign the types of youth the DJJ will receive and treat based on the severity of the offenses committed. Effectively this keeps offenders formerly referred to the DJJ for less serious crimes in their county of commitment, ensuring that juvenile offenders who have committed less serious offenses receive treatment closer to home and near family support. With the passing of this legislation, counties no longer refer new less serious offenders to DJJ.

As a result of SB 81, DJJ began to plan for the eventual closure of one or more facilities as the population of offenders continues to drop. In 2007, DJJ housed approximately 2,115 youth. At the conclusion of 2008, DJJ had housed 1,568 youth; this number has declined even further to 1,480 youth by June 30, 2009. As the DJJ population drops, the result will be a higher concentration of youth who remain at the local level and who may require a higher level of care and service from the local agencies that have yet to develop needed transitional programs and resources needed.

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## **Service Network**

Historically, the State of California has made a significant investment in collaborative efforts impacting juvenile delinquency reduction, control and prevention. The commitment to youth in the State of California has remained strong and lends itself to the large number of State agencies participating in the administration of programs for at-risk youth throughout California.

Provided below is a snapshot of programs that directly affect delinquency reduction, control and prevention by agencies outside the formal juvenile justice system.

### **Department of Education**

#### *Community Day Schools*

These programs serve high-risk youth, including those referred by expulsion, probation, or a School Attendance Review Board. Operated by school districts and county offices of education, Community Day Schools provide challenging academic curriculum with a focus on the development of pro-social skills and student self-esteem and resiliency. The 360-minute minimum instructional day includes academic programs that pay attention to individual student learning modalities and abilities.

Community Day Schools intend to have low student-teacher ratios. Students also benefit from learning support services that include school counselors and psychologists, academic and vocational counselors, and discipline personnel. Additionally, students receive collaborative services from county offices of education, law enforcement, probation, and human services agency personnel who work with at-risk youth. In addition to base revenue funding, Community Day Schools are supported by supplemental apportionment for school attendance.

#### *Community Service Grant Program (CSGP)*

The purpose of CSGP is to provide statewide community service programs for suspended or expelled students that engage them in meaningful service activities to help them avoid negative behavior and teach them the value of service to others and their community. Community service is not punitive or compensatory, but rather rehabilitative and designed to help students apply the appropriate skills, attributes, and behaviors they need to learn and function as positive, contributing members of the community.

#### *High-Risk Youth Education & Public Safety*

The High-Risk Youth Education and Public Safety Program is designed to serve two populations who are on probation: the First-Time Offender and Transitioning High-Risk Youth. The First-Time Offender program serves youth who are on probation for the first time and are under the age of 16. The Transitioning High-Risk Youth program serves youth who have been sentenced to a detention facility for at least six months and have served at least 90 days.

Both the First-Time Offender and Transitioning High-Risk Youth programs are an enhancement to the standard academic program that the youth receive. It is required that the youth participate in an eight-hour program day, receiving at least 240 minutes of academic instruction. Programs may also include activities on non-schools days. The lead agency for the funding is the local education agency, which is either the county office of education or the local school district.

#### *Juvenile Court Schools*

This program serves students under the protection or authority of the juvenile court system and incarcerated in juvenile halls, homes, ranches, camps, day centers, or regional youth facilities.

These programs meet the educational needs of students who have been incarcerated or placed in group homes, camps, or ranches, as well as students who have been expelled from their home district schools because of a status offense or other infraction or behavior governed by the *Welfare and Institution Code* or *Education Code*.

County boards of education administer and operate the Juvenile Court Schools authorized by *Education Code* sections 48645-48645.6. Students are also placed in Juvenile Court Schools when they are referred by the juvenile court. A minimum day program for Juvenile Court Schools is 240 minutes (*Education Code* Section 48645.3). Funding is provided by the state General Fund and is included in the annual apportionment to county offices of education.

### *Opportunity Education Program*

Opportunity Education schools, classes, and programs are established to provide additional support for students who are habitually truant from instruction, irregular in their attendance, insubordinate, disorderly while in attendance, or failing academically.

Opportunity Education provides a supportive environment with specialized curriculum, instruction, guidance and counseling, psychological services, and tutorial assistance to help students overcome barriers to learning. It should not be viewed as a permanent placement for resistant learners but as a short-term intervention to ensure that students will succeed when they return to their regular classrooms.

Districts or county offices of education may establish Opportunity Education programs for students in grades one through twelve, and can receive incentive funding to provide Opportunity Education for students enrolled in grades seven through nine, pursuant to *Education Code* sections 48630 and 48644.

### *Program Access & Retention Initiative*

This program promotes dropout prevention, recovery, and retention services for all students at risk of not completing a high school education. The goal of the Program Access and Retention Initiative is to ensure that recovery and retention services are made available to unserved and under-served youth and adults. The goal to ensure recovery and retention services are made available is achieved through the coordination of existing programs and the development of new programs, as measured by the increase in the number of students served, the increase in the number of students who obtain General Educational Development or high school diplomas, and the increase in the number of students placed in meaningful employment.

### *Achievement Gap*

In addition to the youth-serving programs above, in February 2007, State Superintendent of Public Instruction Jack O'Connell announced his intent to lead an effort to identify ways the state can better assist counties, districts, and schools in their efforts to close California's achievement gap.

As public schools in California and across the nation become increasingly diverse, the most pernicious and challenging education issue of our time is the academic achievement gap. The racial and economic achievement gaps are a fact that California simply cannot afford to accept—morally, economically or socially. We know that all children can learn to the same high levels, so we must confront and change those things that are holding groups of students back.

"Sadly, too many people view (California's) diversity as a big problem. I don't. Instead, I say: Imagine! Imagine the potential of that diversity in today's - and tomorrow's - global economy. If we educate these students well, our state would not only be able to compete more effectively, but it would be able to lead our nation and the world economically."  
- State Superintendent Jack O'Connell

The Superintendent's approach to developing and implementing a plan for closing the achievement gap includes charging his California P-16 Council to provide recommendations on what the State can do differently to assist local education agencies in closing the achievement gap. In addition, he established a P-16 Unit within the California Department of Education (CDE) to assist the Council in their work.

### *Defining the Achievement Gap*

The U.S. Department of Education describes the achievement gap as the difference in academic performance between different ethnic groups. In California, the gap is defined as the disparity between white students and other ethnic groups and between English learners and native English speakers, socio-economically disadvantaged and non-disadvantaged, and students with disabilities as compared to students without disabilities.

The Initiative involves the identification of the problem through enhanced data analysis, and steps to eliminate the disparity through collaboration, education and policy adjustment.

CDE and CSA are currently collaborating on an education/awareness initiative to reduce disparity both in the school and justice system (See DMC Section).

## **Department of Alcohol and Drug Programs**

### *The California Access to Recovery Effort (CARE)*

CARE is a new substance abuse treatment and recovery program funded by the President's Access to Recovery initiative. The purpose of this initiative is to allow youth in need of substance abuse treatment to make individual choices for recovery that reflect their personal values. The program offers youth the opportunity to access treatment services almost immediately versus the traditional system which can oftentimes be very time consuming and cumbersome.

The goal of the CARE Program is to increase opportunities and choices for treatment and recovery support services which include educational services, employment services, mentoring, spiritual coaching, etc. Under the CARE Program, eligible youth can access substance abuse treatment and recovery support service from a CARE network comprised of a treatment providers and community-based organizations, including those that are faith-based.

The CARE program was recently awarded a second three-year grant for approximately \$4.8 million per year through 2010. The new funds will allow the program to continue to target Los Angeles and Sacramento Counties and expand to rural counties such as Shasta, Tehama and Butte Counties which have been hard hit by methamphetamine abuse. The program will continue to serve youth ages 12 to 20.

## **Department of Social Services**

### ***Foster Care***

The enormity of “front end” demands on the child welfare systems, including identification and investigation, family services reunification and permanency planning, increase the likelihood that youth aging out of foster care will be overlooked. More than 700,000 children come in contact with California’s child welfare system annually; there were 74,508 youth in out-of-home placement child welfare) reported for 2006 (the most recent statistics).

National and other studies show that of youth who emancipate from foster care:

- 75% perform below grade level;
- 46% do not complete high school;
- 51% are unemployed; and
- 10% to 25% are homeless.

Congress recognized the exceptional needs of youth, ages 16 up to 21, who are in foster care or who have been emancipated from foster care by enacting the Independent Living Program (ILP) pursuant to Public Law 99-272 through the addition of Section 477 to Title IV-E of the Social Security Act. Subsequently, the Omnibus Budget Reconciliation Act of 1993 (PL 103-66) permanently reauthorized the ILP effective October 1, 1992.

In California, counties have the flexibility to design services to meet a wide range of individual needs and circumstances for present and former foster youth, and to coordinate services with other federal, state and local agencies engaged in similar activities.

Services offered to youth under the ILP include: skills training; financial assistance with college or vocational schools; and independent living skills classes that provide youth with knowledge about securing a job, money management, decision-making, and building self-esteem. In addition to the Independent Living Program, youth in certain counties are learning intensified life skills while participating in additional programs.

### ***Transitional Housing Placement Program (THPP)***

In addition to participating in the Independent Living Program (ILP), some foster youth participate in THPP. The THPP is a community care licensed placement opportunity for youth in foster care. The goal of THPP is to help participants emancipate successfully by providing a safe environment for them to practice the skills learned in ILP.

With department approval, participants may live alone, or with roommates in apartments and single-family dwellings. THPP agency staff, county social workers, and ILP coordinators provide regular support and supervision. Support services include regular visits to participants' residences, educational guidance, employment counseling and assistance in reaching the emancipation goals outlined in participants' transitional independent living plans.

While each county has its own policy, at a minimum, applicants must meet certain criteria. They must be at least 16 years old and not more than 18 years old, unless they are, in all probability, going to finish high school before their 19th birthday. They must be in out-of-home placement under the supervision of the county department of social services or the county probation department, and they must be actively participating in an ILP.



There are more than 100 housing programs statewide for which emancipated foster youth are eligible.

## **Employment Development Department**

### *Youth Employment Opportunity Program (YEOP)*

This program, which began in 1989, provides special services to youth, ages 15 to 21, to assist them in achieving their educational and vocational goals. Services include peer advising, referrals to supportive services, workshops, job referrals and placement assistance, and referrals to training and community outreach efforts. The EDD Mentors and YEOP Specialists provide the employment services.

Eligibility is based on attendance at school. If a youth is contemplating dropping out of school (high school, continuation school, college, university, vocational training), or has already dropped out, he/she is eligible to participate. Using supportive services, the YEOP Mentors and Specialists work with participants in an effort to remove educational and other barriers, thus enabling the youth to return to or remain in school.

### *Intensive Services Program*

The Intensive Services Program provides one-on-one job search services to job seekers that need intensive coordinated employment services. Program clients include referrals from other agencies, public assistance recipients (CalWORKS, General Assistance, or Food Stamps), disabled persons, dislocated workers, non-English speaking persons, high school drop-outs, older workers, migrant and seasonal farm workers, foster youth, ex-offenders, and persons who are economically disadvantaged.

## **Department of Mental Health**

### *The Children's System of Care (CSOC)*

The Children's System of Care (CSOC) for seriously emotionally disturbed children, adolescents and families represents a major reform from the old way of doing business in educational and human services. The various child service sectors, both public and private, have often differed in the way they defined the needs of the youth they serve. This resulted in conflicts among agencies, fragmentation of services and frustrated consumers.

The old way of doing business – i.e., providing probation or mental health treatment in isolation from other partners – often resulted in rising group home and state hospital placements, unnecessary juvenile justice interactions, and increased health and educational costs, not to mention poorer outcomes for the child and family.

Youth with serious emotional disturbances, like other youth living in high-risk situations, usually have special needs in many areas, such as home, school, and community. Their needs are not usually met by human service agencies that operate independently or in non-collaborative environments. Assuring quality outcomes requires the integration of the various child-serving agencies and systems to collaboratively provide special education, child welfare, health, and juvenile justice services.

The basic premise of this new way of providing care is to redirect moneys and resources from institutional levels of care and put these funds into local programs of care and support, as well as improving service planning, delivery and evaluation across departments. The hoped-for result of these changes is an improvement in overall care to clients with serious emotional disturbances by providing service in the child's home or community. The implementation of the



CSOC model thus far in California indicates improvements in child and family functioning as well as significant levels of cost avoidance. Within the last few years, the goals of the CSOC initiative have become very clear: Children will be safe in home, in school, and out of trouble.

The CSOC model is dependent upon the effective use of interagency collaborations and coalitions. The enabling California statutes of the CSOC initiative (WIC, Sections 5850-5883) require counties to maintain both a policy committee of specific county stakeholders and family members, and a services management committee that directly addresses the needs of the identified children and families.

By sharing responsibilities and risks, the various agencies agree to work together in service provision to assure that client/family goals (e.g., improved school performance) and systems outcome objectives (e.g., reduced juvenile justice interactions, group home cost savings) are met. A common feature of all California CSOC projects is the commitment to the pooling or combining of local county funds and/or leveraging of state/federal categorical funds to maximize the overall financial support of community based services.

### **Social and Health Services -Disproportionality Project**

The Casey Family Programs launched an initiative in January 2009 focused on reducing disproportionality and disparities in outcomes for children of color in the child welfare system through several public, private and nonprofit partnerships in California. The partners in this work include the California Department of Social Services, CDCR, Department of Mental Health, Department of Public Health, Department of Education, and the Casey Family Programs. The project includes county Departments of Social Services and a state-level team in which CSA's DMC Coordinator is a part of as well as three county agencies involved in undertaking DMC reduction activities through CSA's Enhanced DMC Technical Assistance Project (TAP) grant.

California's juvenile justice structure, system flow and service network provide unique challenges but also allow for unique opportunities for system reform and improvements for youth and families. To further understand these challenges and opportunities, it is important to understand the extent of juvenile crime problems and corresponding justice needs.

## **2. ANALYSIS OF JUVENILE CRIME PROBLEMS AND JUVENILE JUSTICE NEEDS**

The declining trend with juvenile crime in California, first marked in the mid-1990s, has continued as reported by the California Department of Justice, Criminal Justice Statistics Center (CJSC) Monthly Arrest and Citation Register (MACR). CJSC indicates there were 229,104 juvenile arrests in 2008 (our most current data). This data on juvenile arrests caps a 12-year trend that coincides with implementation of various legislative initiatives aimed at reducing the involvement of at-risk youth in the juvenile justice system, in part by restructuring the way local jurisdictions approached the problem of juvenile crime. Each of these initiatives required local planning efforts, multi-agency coordination, and outcome evaluations as part of successful program development. We continue to improve our statewide data collection efforts; however there is reason for caution when attempting to compare the data reported for 2008, as the number of counties that report data has varied year-to-year.<sup>3</sup>

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<sup>3</sup> Juvenile Justice in California, 2008, California Department of Justice

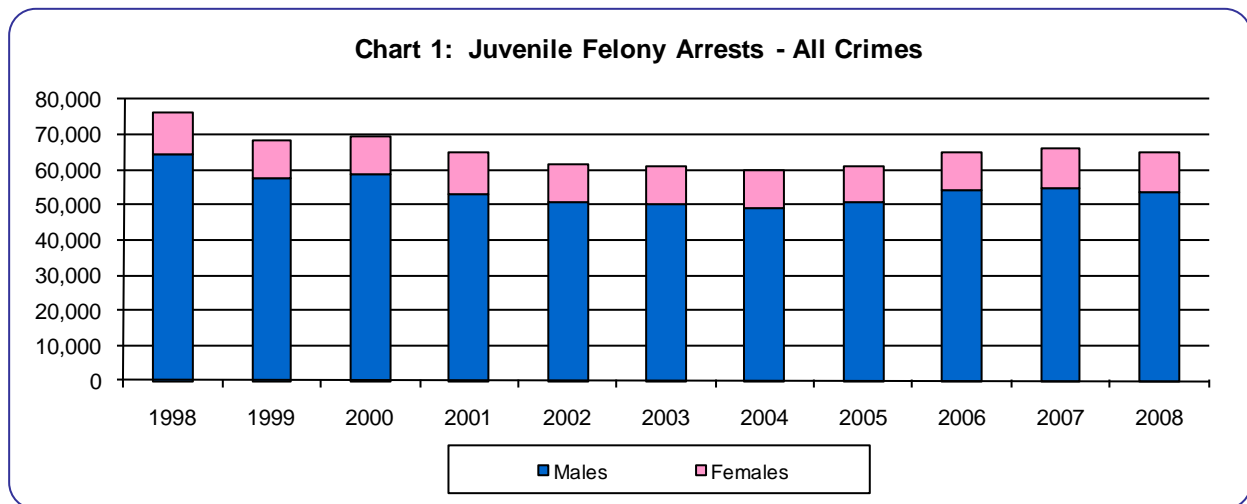
## A. Analysis of Juvenile Crime Problems

### Juvenile Offense, Arrest, Referral and Detentions Data

Throughout the last 11 years, California has positively impacted delinquency rates and improved conditions in many communities through its statewide commitment to collaborative and evidence-based delinquency prevention programs. In 2008 there were a reported 229,104 juvenile arrests; this is down 15.1 percent from 1998 (at 269,959 total arrests). From 1998 to 2008, the rate of juvenile felony arrests has decreased 14.6 percent, the rate of juvenile misdemeanor arrests decreased 15.5 percent, and the rate of arrest for status offenses has decreased 14.6 percent.

A juvenile arrest may be for delinquent acts or status offenses. A delinquent act would be considered a crime if committed by an adult and is typically called a referral action. A status offense is an act that is only illegal because of the age of the offender. Status offenses include curfew violations, truancy, running away, and incorrigibility.

However, these overall reductions fail to illustrate the current areas of concern within the juvenile justice system, especially as there appears to be the start of an upward trend beginning in 2005. As demonstrated in Chart 1 and subsequent table, the total number of felony arrests for juveniles declined 14.6 percent from 76,104 in 1998 to 64,963 in 2008 (which account for 28.4 percent of all juvenile arrests in California). This overall decline in felony arrest is most notable among boys- from 1998 to present we observe a reduction of over 16.5 percent for young men. The results however are much less dramatic for girls, with only a 4.3 percent decrease over the last eleven years. What is interesting to note is females now represent a greater percentage of total juvenile felony arrests at a rate of 17.1 percent in 2008 compared to 15.2 percent in 1998, peaking in 2001 at 20.2 percent.

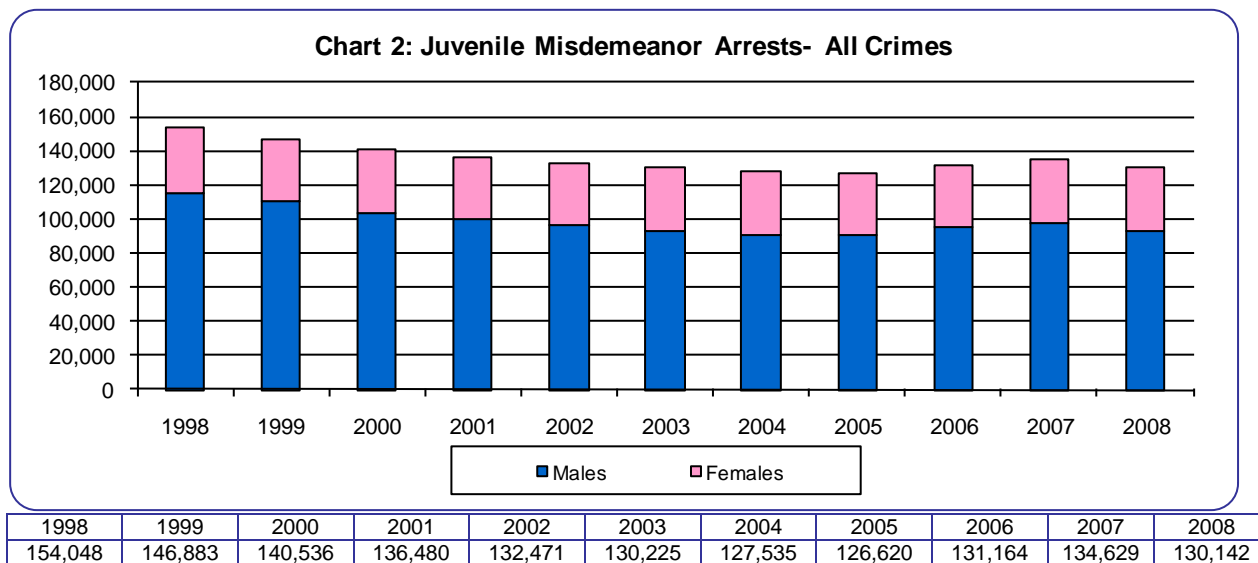


1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
76,104	68,503	69,645	64,713	61,539	60,878	59,871	61,161	65,189	66,191	64,963

Source: California Department of Justice, Juvenile Justice in California, 2008

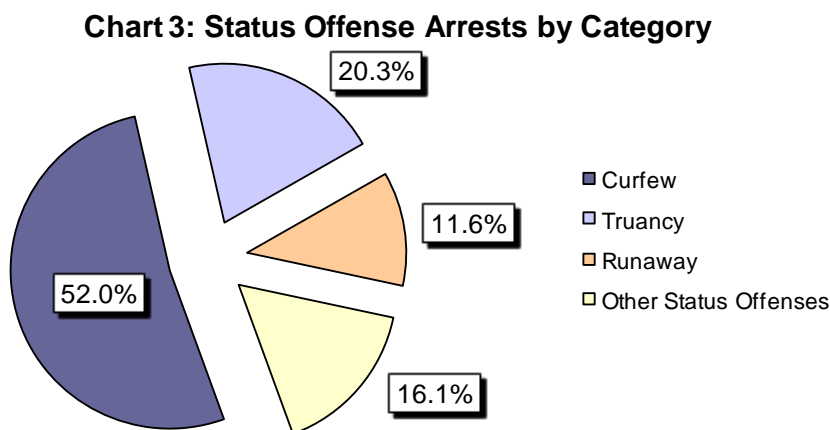
Juvenile misdemeanor arrests have followed a similar eleven-year trend. As demonstrated in Chart 2 and subsequent table, the total number of misdemeanor arrests for juveniles declined 12.6 percent from 154,048 in 1998 to 130,142 in 2008 (accounting for 56.8 percent of all 2008 juvenile arrests in California). Again, the decline is most notable among boys- from 1998 to present there has been a reduction of 19.1 percent for young men with only a 5.0 percent

decrease for young women. Since 1998, females have consistently made up approximately 25 to 30 percent of the total juvenile misdemeanor arrests, ranging from a low in 1999 at 25.1 percent to a high of 29.2 percent in 2004. Currently, females account for 28.4 percent of all misdemeanor arrests in 2008.



Source: California Department of Justice, Juvenile Justice in California, 2008

Looking at trends for juvenile status offenses over the same period of time (1998-2008), arrest rates on the whole were on the decline until 2006 where an increase of 17.7% occurred. However in 2008, there were 33,999 arrests for status offenses representing a slight decrease from 2007 (see Table 1). In 2008, status offense arrests accounted for 14.8 percent of all juvenile arrests. Chart 3 illustrates the status offense arrests in 2008 by category.



Source: California Department of Justice, Juvenile Justice in California, 2008

Interestingly, juveniles in each age group were arrested for similar proportions of felony, misdemeanor and status offenses. Table 1 shows the percentage distribution.

**Table 1:**

	Under 12	12 - 14	15 - 17
Felony Arrests	1.8%	24.6%	73.6%
Misdemeanor Arrests	1.7%	27.1%	71.3%
Status Offenses Arrests	.9%	22.1%	77.0%

Source: California Department of Justice, Juvenile Justice in California, 2008

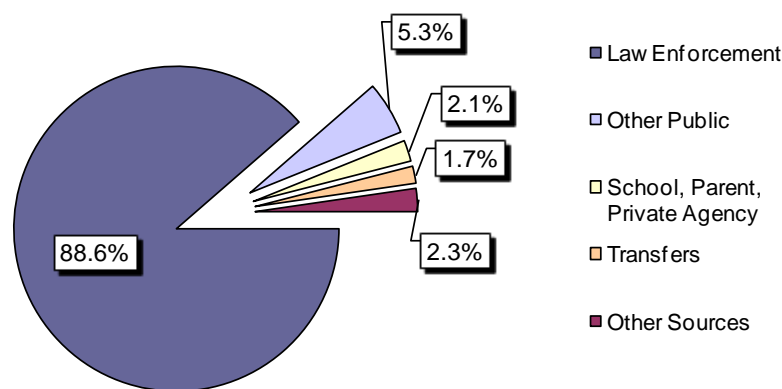
In reviewing the data of juvenile arrests across race/ethnic origin in 2008, it appears the arrest rate for Hispanic youth was 1.5 times higher than that of White youth. Hispanic youth, at 47.5 percent of the juvenile population (ages 10 to 17), represented 53.5 percent of all juvenile arrests. In addition, arrests for Black youth were reported as 3.5 times higher in comparison to their white counterparts. Though Black youth accounted for only 6.5 percent of the juvenile population, they represented 16.4 percent of all juvenile arrests in 2008. White youth represented 32.7 percent of the juvenile population in California, although they only accounted for 23.9 percent of all arrests. With the exception of Hawaiian/Pacific Islander (whose arrest rate was 1.8 times higher than that of White youth), all other ethnicities had arrest rates similar to, or less than, their proportion of the juvenile population.

As California youth navigate through the juvenile justice system subsequent to arrest, we note that in 2008:

- 78.6 percent were referred to probation;
- 20.0 percent were counseled and released;
- 1.3 percent were turned over to another law enforcement jurisdiction; and
- Less than ½ of 1 percent were direct files to the adult court system.

Of these minors, males were slightly more likely than females to be referred to the probation department (80.2 percent vs. 74.3 percent) while females were slightly more likely than males to be counseled and released (24.4 percent vs. 18.5 percent).

Chart 4 shows the breakout of the 220,896 cases referred to county probation departments in 2008. Of these, 70.5 percent were new referrals while 29.5 percent were subsequent referrals. As in previous years, youth ages 15-17 were responsible for the majority of the referrals, accounting for 69.8 percent of the total (both new and subsequent). Youth ages 12-14 were responsible for 19.7 percent while all other youth age categories account for the remaining 10.5 percent.

**Chart 4: Referral Sources**

Source: California Department of Justice, Juvenile Justice in California, 2008

Data from 2008 show that 35.2 percent of all cases were closed at intake; 3.2 percent were granted informal probation; 5.7 percent were given diversion options; 1.0 percent were transferred to other law enforcement jurisdictions; and 50.9 percent were filed as juvenile court petitions. Looking back over the past five years, percentage rates have changed very little.

The result of contact with youth may result in various outcomes - agencies may: counsel and release juveniles; refer youth to the probation department; or turn minors over to another law enforcement jurisdiction. Total law enforcement dispositions for juvenile arrests for all offenses for the last 11 years (1998–2008) are summarized in the following table:

**Table 2:**

DISPOSITIONS	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Juvenile Arrest Dispositions	269,959	258,125	243,090	240,486	229,634	223,320	218,146	218,779	232,849	236,856	229,104
Felony Arrest Dispositions	76,104	68,503	63,889	63,993	61,539	60,878	59,871	61,161	65,189	66,191	64,968
Handled within the department	9,821	8,216	5,452	6,067	5,486	5,357	5,595	4,904	5,471	5,717	5,371
Turned over to other agency	650	472	369	580	609	525	410	429	614	591	960
Juvenile court / probation dept	65,633	59,815	58,068	57,346	55,444	54,996	53,866	55,828	59,104	59,883	58,632
Misdemeanor Arrest Dispositions	154,048	146,883	139,669	136,480	132,475	130,222	127,535	126,620	131,164	134,629	130,142
Handled within the department	55,374	52,576	42,395	42,936	39,179	36,180	37,119	33,596	37,524	23,397	23,868
Turned over to other agency	2,699	2,183	1,795	1,988	2,646	2,432	2,004	1,985	1,944	1,698	1,678
Juvenile court / probation dept	135,783	134,863	135,011	131,569	126,270	123,830	119,152	112,037	128,192	109,534	104,596
Status Offense Arrest Dispositions	39,807	42,739	39,532	40,013	35,620	32,220	30,740	30,998	36,496	36,036	33,999

Source: California Department of Justice, Crime in California 2008, 1998-2008, Arrests by Category, Offense, and Law Enforcement Division.

Review of this data within the context of race/ethnicity, reveals significant disproportionality. White youth comprise 32.7 percent of the juvenile population in California. They correspondingly account for 23.7 percent of petitions filed; 26.6 percent of all cases dismissed (closed at intake); 34.1 percent of the youth granted informal probation; 20.5 percent of youth granted formal probation (wardship); but only 6.6 percent of all youth remanded to adult court.

**Justice/School System Disparity** – One-size-fits-all zero tolerance school discipline policies are transforming schools into a major point of entry into the juvenile justice system as children are increasingly arrested on school grounds for subjectively and loosely defined behaviors. Black youth are about four times as likely as their White peers to be incarcerated. Black youth are almost five times as likely to be incarcerated as White youth for drug offenses. Of the 1.5 million children with an incarcerated parent in 1999, Black children were nearly nine times as likely and Latino children were three times as likely to have an incarcerated parent as White children.

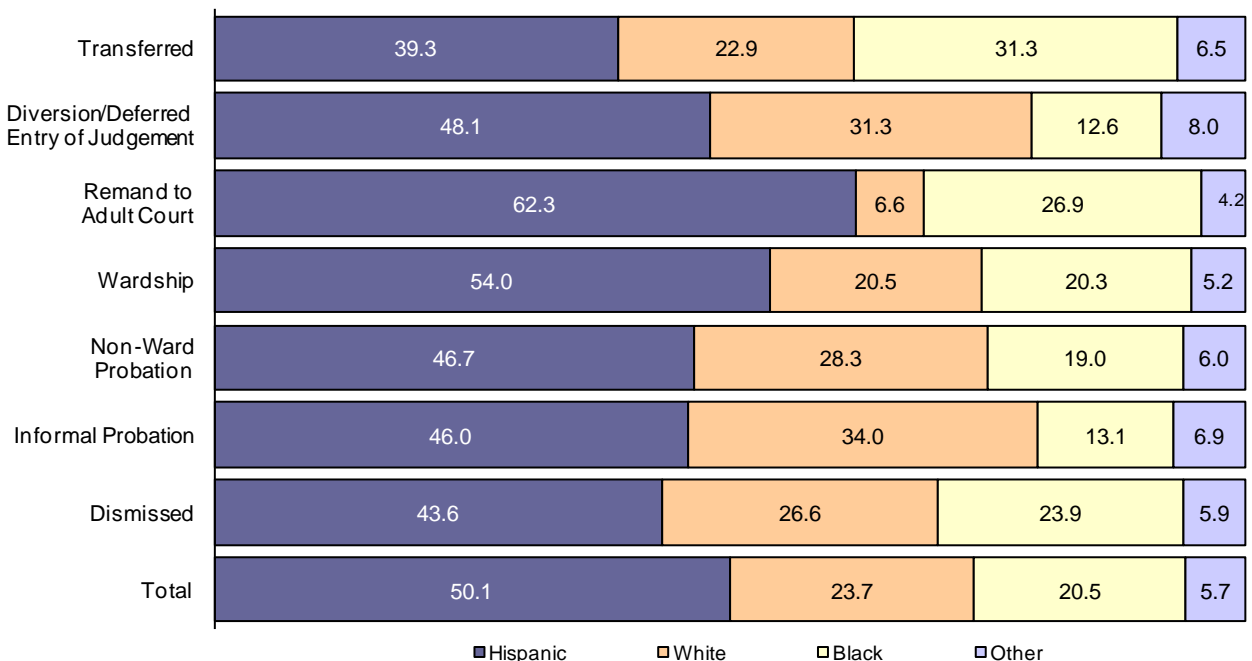
(Children's Defense Fund 2008)

Hispanics comprise 47.5 percent of the juvenile population; 51.2 percent of all petitions filed; 43.6 percent of all cases dismissed (closed at intake); and 46.0 percent of youth granted informal probation. However, they comprise 54.0 percent of youth granted formal probation (wardship) and 62.3 percent of youth remanded to adult court.

Data regarding Blacks in the system show the most striking figures. Blacks comprise only 6.5 percent of the youth population yet they make up 20.9 percent of all petitions filed; 23.9 percent of all cases dismissed (closed at intake); 13.1 percent of youth granted informal probation; 20.3 percent of youth granted formal probation (wardship); and 26.9 percent of all youth remanded to adult court.

Chart 5 below illustrates the breakdown of youth by race/ethnicity and disposition type.

**Chart 5: Disposition Types by Ethnicity**



Percent of juvenile population (ages 10 – 17):	47.5% Hispanic	32.7% White	6.5% Black	13.2% All Other
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Source: California Department of Justice, Juvenile Justice in California, 2008

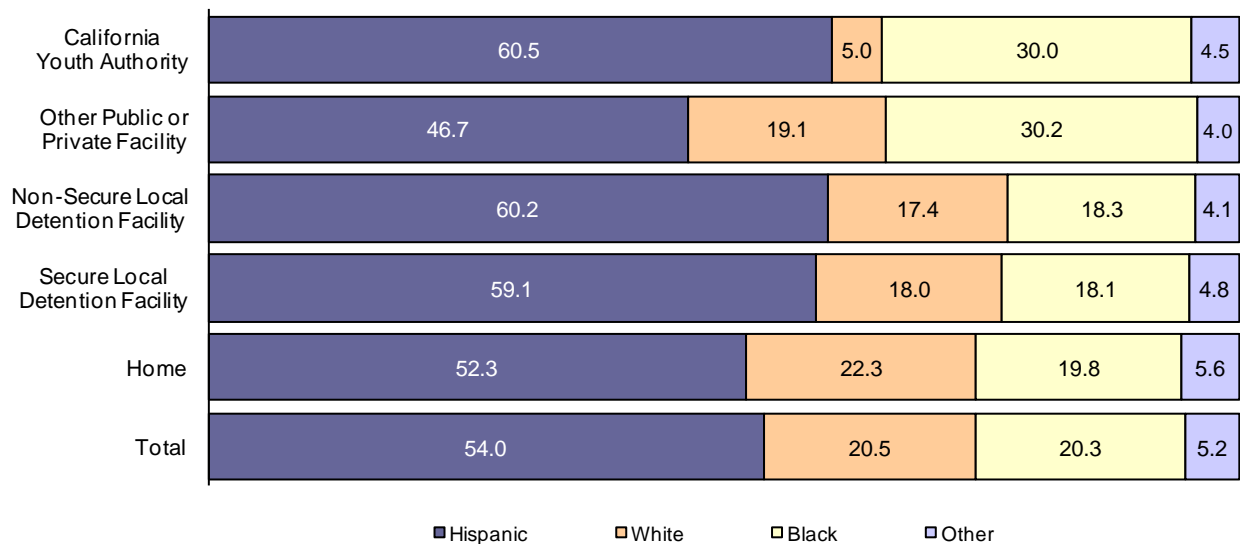
Looking at the data regarding the age of youth and corresponding disposition type, juveniles under the age of 12 had a greater percentage of cases dismissed (closed at intake) than any

other age group (55.4 percent) while more than one-half of juveniles in the 15–17 age group had petitions filed to proceed to juvenile court (51.9 percent). In addition, the proportion of juveniles having petitions filed increased with age; conversely, the proportions being dismissed (closed at intake), receiving informal probation, and diversion decreased with age.

There were 65,108 minors on formal probation (wardship) in 2008. Of these, Hispanic youth accounted for 54.0 percent; White accounted for 20.5 percent; Blacks accounted for 20.3 percent and all Other ethnicities accounted for 5.2 percent of the total. Reviewing the numbers of youth sent to local secure detention facilities, Hispanics represented 59.6 percent of those commitments, though they only represented 47.5 percent of the total juvenile population. Hispanic youth were more likely to be committed in secure county facilities than any other race/ethnicity. Black youth represented 18.1 percent of minors in secure county facilities in comparison to 18.0 percent for Whites. As Black youth comprised only 6.5 percent of the juvenile population in comparison to 32.7 for White youth, there appears to be an over representation of Black youth in this setting.

Chart 6 demonstrates the breakdown of placements of minors on formal probation by ethnicity.

**Chart 6: Wardship Probation Placements**



Source: California Department of Justice, Juvenile Justice in California, 2008

Figures in this area relating to gender show males were more likely to be committed to a local secure detention facility than were females (30.0 vs. 21.4 percent) whereas females were more likely than males to be returned to their own home or a relative's home (64.6 vs. 56.3 percent).

Statistics regarding placement and commitments to the Division of Juvenile Justice (DJJ), formerly the California Youth Authority, also convey interesting trends. Hispanic youth represented 60.5 percent of the population within DJJ; White youth represented 5.0 percent; and Black youth represented 30.0 percent.



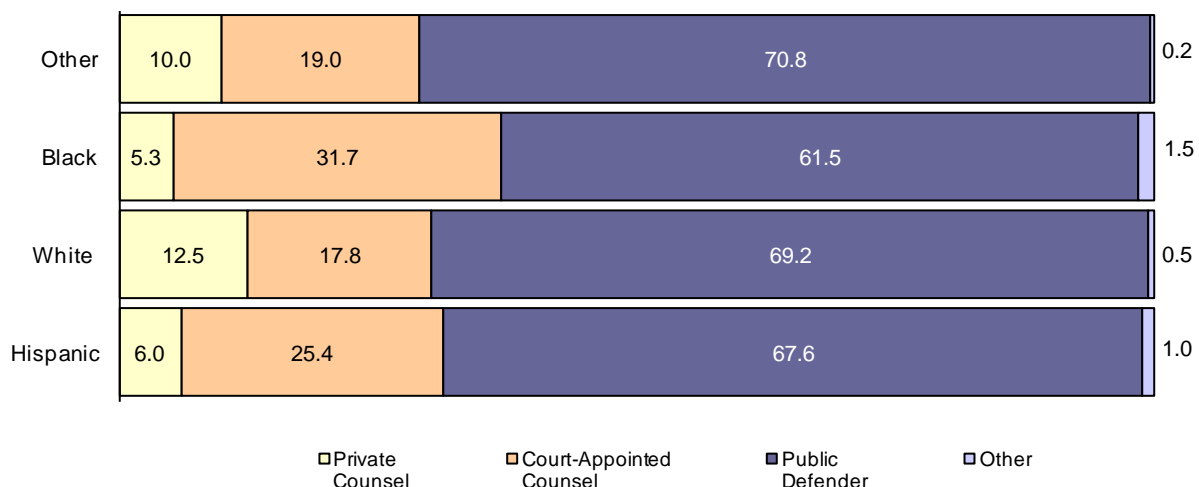
### Disparate Educational Opportunities –

- 86 percent of Black, 83 percent of Hispanic and 58 percent of White fourth graders cannot read at grade level.
- 89 percent of Black, 85 percent of Hispanic and 59 percent of White 8th graders cannot do math at grade level.
- Black students are more likely than any other students to be in special education programs for children with mental retardation or emotional disturbance.
- Black and American Indian children are almost twice as likely as White children to be retained in a grade.
- The public school suspension rate among Black and American Indian students is almost three times that of Whites.
- Black, Hispanic and American Indian children are more than twice as likely as White children to drop out of school.
- According to the U.S. Department of Education, only 59 percent of Black, 61 percent of Hispanic and 62 percent of American Indian students graduated from high school on time with a regular diploma in 2006. When Black children do graduate from high school, they have a greater chance of being unemployed and a lower chance of going to college full-time than White high school graduates.
- Only 48,000 Black males earn a bachelor's degree each year, but an estimated 1 in 3 Black men ages 20-29 is under correctional supervision or control.
- Approximately 579,000 Black males were serving sentences in state or federal prison at mid-year 2006.

(Children's Defense Fund 2008)

Another area where disparity is evident is in defense representation (Chart 7). White youth were at least twice as likely to be represented by private counsel (12.5 percent) than that of Hispanic youth (6.0 percent) or Black youth (5.3 percent). Regardless of ethnicity, 6 out of 10 juveniles were represented by a public defender. Interestingly, age did not play a factor in representation type as the proportional breakdown of defense representation was similar with the majority being represented by a public defender (ranging from 61.2 percent to 70.8 percent).

**Chart 7: Defense Representation by Ethnicity**



Source: California Department of Justice, Juvenile Justice in California, 2008

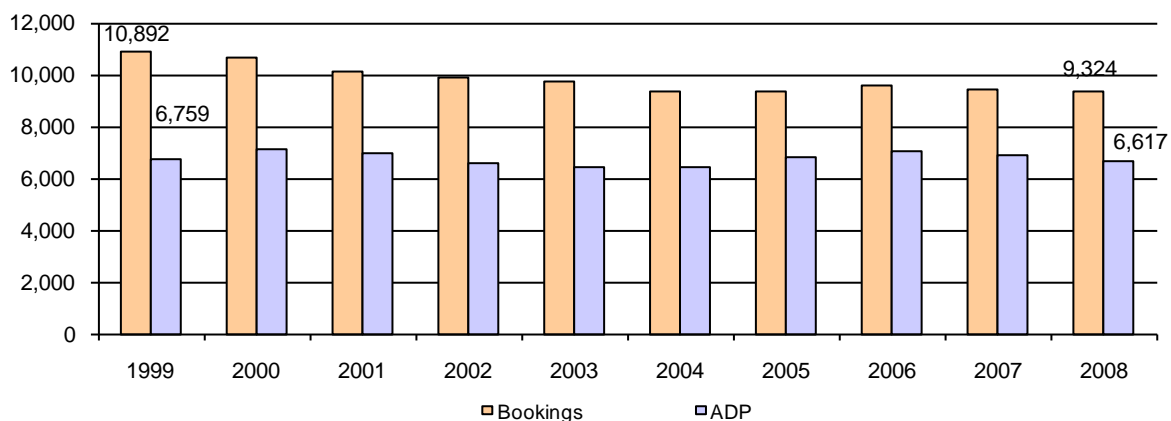


The 2008 Relative Rate Index for youth of color when compared with White youth in the juvenile justice system is also very telling with regards to disproportionality-

- Black youth are 3.68 times more likely to be referred to Juvenile Court than their White counterparts; Hispanic youth are 1.37 times more likely to be referred to Juvenile Court than their White counterparts.
- Black and Hispanic youth are less likely to have their cases diverted with Relative Rate Indices of .50 and .77, respectively.
- Black youth are 4.08 times more likely to have their cases transferred to Adult Court than their White counterparts; Hispanic youth are 3.74 times more likely to have their cases transferred to Adult Court than their White counterparts.

During 2008, there was an average of 9,324 bookings into juvenile halls each month. Since 1999, the average number of bookings per month has decreased by 14.4 percent. The average juvenile hall Average Daily Population (ADP) for 2008 has decreased 2.1 percent since 1999 although these numbers have fluctuated between increases and decreases over the eleven year span. Chart 8 highlights the average number of juvenile bookings per month and the average juvenile hall ADP per month since 1999. The decrease in California arrest and booking rates since 1998 is consistent with federal data indicating that arrests of persons under 18 have been decreasing, albeit slowly (a decrease of 20.4 percent for federal arrest data).<sup>4</sup> Although there is no single explanation for the overall decline, it appears to coincide with an increase in the number of community-based intervention programs for at-risk youth – efforts that had been easing the burden on the ADP of juvenile detention facilities.<sup>5</sup> However, as with the slight increase in juvenile arrests since 2005, there is a corresponding overall increase in both bookings and ADP for the same time period illustrating a continued need for community-based intervention programs for at-risk youth.

**Chart 8: Average Juvenile Hall Bookings/ADP per Month, Year**



Source: Corrections Standards Authority, Juvenile Detention Profile Survey, 1999-2007 reports; 2008 data in-house query

The system flow chart on page three provides additional information regarding arrest, disposition, and referral data.

The analysis of juvenile crime problems, while expansive and thorough, is missing a key element and that is the assessment of gang crime statistics. Unfortunately, across the nation

<sup>4</sup> U.S. Department of Justice, FBI/CJIS, Crime in the United States, 2007

<sup>5</sup> Juvenile Detention Profile Survey 2007, California Corrections Standards Authority

and in California, there are challenges to comprehensively assessing the current situation regarding youth gang activity. What is known is that gangs pose a serious threat to public safety in many communities throughout the United States. Gang members are increasingly migrating from urban to suburban areas and are responsible for a growing percentage of crime and violence in many communities. Much gang-related criminal activity involves drug trafficking; however, gang members are increasingly engaging in alien and weapons trafficking. Additionally, a rising number of U.S.-based gangs are seemingly intent on developing working relationships with U.S.- and foreign-based drug trafficking organizations (DTOs) and other criminal organizations to gain direct access to foreign sources of illicit drugs. In the Pacific Region (which includes California and part of Nevada), approximately 6,900 gangs with more than 237,000 members are criminally active according to 2008 National Drug Threat Survey (NDTS) data and interviews with local law enforcement officials. Also according to NDTS data, the percentage of state and local law enforcement agencies in the Pacific Region that report gang activity in their jurisdictions increased from 66 percent in 2004 to 74 percent in 2008. As much as 80 percent of crime in some jurisdictions is gang-related, according to law enforcement reporting. The most significant gangs operating in the Pacific Region are 18th Street, Bloods, Crips, La Eme, Nuestra Familia, and Hells Angels.”<sup>6</sup> Identifying the extent of gang involved youth continues to be a challenge California.

In May 2007, Governor Schwarzenegger proposed an anti-gang initiative. His initiative directed \$1.1 million dollars in uncommitted discretionary Juvenile Accountability Block Grant (JABG) funds be given to the California Gang Reduction Intervention and Prevention Program (CALGRIP) which supports the development of programs targeting at-risk youth. The CSA, in coordination with the Office of Gang and Youth Violence Policy, has utilized these funds to support local implementation of an evidence-based model of Anger Management and Violence Prevention.

Extent of DMC-See pages 31-35 for the DMC compliance plan.

The thorough review of data and corresponding analysis concerning at-risk and justice involved youth provides the platform for California’s priority areas.

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<sup>6</sup> National Gang Threat Assessment 2009

## **B. California's Priority Juvenile Justice Needs/Problem Statements – No Change**

Pursuant to the federal Juvenile Justice and Delinquency Prevention (JJDP) Act, each state must establish a State Advisory Group (SAG) to receive Title II Formula Block Grant funds. In California, this governor-appointed committee is called the State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP). The SACJJDP mandated responsibilities include but are not limited to the following four activities:

- 1) Participating in the development and review of the State's three-year juvenile justice plan;
- 2) Reviewing grant applications;
- 3) Providing recommendations regarding the State's compliance with the four core protections of the JJDP Act; and
- 4) Reviewing the progress of projects funded under the State plan.

Toward this end, the SACJJDP, determined to develop a broad three-year Plan for juvenile justice and delinquency prevention in the state. The new plan both supplements its own required three year plan application submitted to the federal OJJDP and provides a strategic approach for the statewide leadership activities undertaken by the SACJJDP for the betterment of California youth and families.

The strategic planning process commenced during the summer of 2008 in the form of a day-and-a-half strategic planning session. This involved a facilitated, collaborative dialogue by SACJJDP members, the federal OJJDP consultants and CSA staff.

Subsequently, and over the course of several months of on-going discussions, data review and analysis, assessment of juvenile justice issues and Evidence-Based training (provided by Dr. Peter Greenwood, Executive Director of the Association for the Advancement of Evidence-based practice), the SACJJDP prioritized the five following priority juvenile justice needs/problems:

- Alternatives to Detention;
- Disproportionate Minority Contact;
- Evidence-Based Programming;
- Restorative Justice Principles; and
- Holistic Approach to Counsel.

California has committed concentrated efforts and funding for the next three years toward these five priority areas and has taken special care in developing a strategically sound plan by leveraging the Title II, JABG, and Title V funding streams that effectively complement each other's efforts. Additionally, as the new administration has also created priority areas, the SACJJDP will align the current priority areas (outlined below) where possible with those proposed at the Federal level. In support of the newly identified priority areas, the CSA is prepared to offer technical assistance to local jurisdictions that express an interest in implementation.

## Juvenile Justice Priority/Problem Statement

### *I: Alternatives to Detention -*

Research has shown that juvenile detention has critical, long-lasting consequences for court-involved youth. Youth who are detained are more likely than their counterparts to be formally charged, adjudicated and committed to an institution. Detention disrupts already tenuous connections in school, services and families. Over the long-haul, the detention experience negatively impacts educational and employment levels<sup>7</sup>. In California, many youth are detained pre and post adjudication for offenses posing no threat to themselves or the public and whereby there is no indication of flight risk. Community based alternatives are an underutilized option for addressing the vast majority of youthful offender behavior that lies outside the parameters of public safety and/or flight risk.

“California is one model for change, for example, as a state that has taken leadership of disparities reduction and provided the funds necessary to make such efforts attainable. In 2006, the State Advisory Group launched a competitive bidding process for counties willing to undertake an intentional disparities reduction effort directed by the state. Approximately \$3.1 million in total was awarded to five counties willing to undertake activities including staff trainings, data analysis and engagement of a wide range of juvenile justice stakeholders. This is a forward-thinking formula: Focus dollars in amounts that will provide support for change; delineate expectation for reductions; and provide intense technical assistance to jurisdictions aimed at measurable results.”

-James Bell, W. Haywood Burns Institute

### *II: Disproportionate Minority Contact (DMC) -*

Disproportionate representation of youth of color coming into contact with the juvenile justice system in California is alarming and costly – California’s minority youth are disproportionately represented as they progress through the juvenile justice system and the differences between minority and non-minority juveniles’ representation becomes amplified at each successive decision point- from contact through commitment.

### *III: Evidence-Based Programs/Promising Approaches -*

The inappropriate allocation of resources is exacerbated by the inconsistent use of evidence-based programs/promising approaches and the lack of evaluation efforts to support the same.

### *IV: Restorative Justice Principles -*

Research indicates that the community, victim and offender are best served subsequent to a crime occurring if each is a partner in the development of the justice response. The juvenile justice system in California weighs heavily on the punitive and less on the reparative elements in its response toward youth and crime.

“Crime does not happen in isolation; it is invaluable for the offender, victim and community to work together to ensure accountability and closure.”

- Sandra McBrayer, The Children’s Initiative

### *V: Holistic Approach to Counsel -*

The national report, “A Call for Justice- an Assessment of Access to Counsel and Quality of Representation in Delinquency Proceedings” revealed major failings in juvenile defense across the nation.”<sup>8</sup> In California, the streamlined approach to counsel of “one size fits all” is ineffective and costly both in the ineffective use of resources and lack of improved outcomes for youth.

<sup>7</sup> Annie E Casey Foundation

<sup>8</sup> The National Legal Aid and Defender Association

### **3. PLAN FOR COMPLIANCE WITH THE FIRST THREE CORE PROTECTIONS OF THE JJDP ACT AND THE STATE'S COMPLIANCE MONITORING PLAN**

#### **A. Plan for Deinstitutionalization of Status Offenders (DSO)**

The Welfare and Institutions Code (WIC) dictates that status offenders and nonoffenders must not be held in secure custody outside of specific situations. WIC §601 defines status offenders in California and exceeds federal requirements by requiring that status offenders and delinquents be separated. WIC §207 dictates the situations and length of time that a status offender may be held in secure detention; this statute exceeds current federal requirements. WIC §300 defines dependents (nonoffenders) in California, and WIC §206 prohibits nonoffenders from being held in secure detention.

The CSA is mandated to biennially inspect local juvenile detention facilities pursuant to WIC §209 and adult jails and lockups pursuant to Penal Code (PC) § 6031 and WIC §209.

#### **DSO Rates**

Since 2005, the rate of DSO violations has decreased dramatically. The rate of status offender violations was 2.86 in 2005, and had decreased over 100%, to 1.39 in 2008. The majority of violations during 2008 were accused status offenders being held in excess of 24 hours at juvenile detention centers. Although there were 141 uses of the Valid Court Order (VCO) in 2008, all were verified to be valid orders and properly used the exception.

The number of DSO violations increased slightly from 2007 to 2008, and the CSA continues to target this issue. Although violations occur at several facilities throughout the state, there remain several agencies that carry the majority of violations; technical assistance is continually given to these agencies.

#### **Strategy to Remain in Compliance**

##### *Juvenile Detention Facilities*

The CSA annually queries all county juvenile detention facilities within the state to determine whether they intend to hold status offenders as defined by WIC §601, and whether they hold non-delinquent minors on contract with the federal government. Since the CSA has been responsible for Compliance Monitoring, the state continues to receive 100% response from reporting agencies. Facilities' responses are entered into a database for analysis and are verified during an on-site inspection. Each county juvenile detention facility is biennially inspected pursuant to WIC §209.

If a juvenile detention facility reports that it will be holding status offenders or federal minors, the facility is mandated by WIC §207 to report the number and duration of secure detentions of such minors to the CSA via the Status Offender Detention Report or the Federal Minors in Detention Report. The CSA aggregates, analyzes and reports this data in accordance with Juvenile Justice and Delinquency Prevention Act (JJDP) reporting requirements.

Any facility reporting that an adjudicated status offender has been securely detained subsequent to a violation of a VCO must complete and attach the VCO Exception checklist and accompanying minute order to ensure that they are complying with the provisions of the JJDP.

In addition, a minimum of 10% of the uses of the VCO are verified; Field Representatives will review the original data source to ensure compliance.

CSA staff continually reviews all secure detentions identified on the Status Offender Detention Report and Federal Minors in Detention Report; if a violation is identified, a Field Representative contacts the facility via telephone to review the details of the detention and either confirm that a violation did indeed occur, or to determine if a reporting error was made. Technical assistance is offered during this follow-up. These secure detentions are also verified by a Field Representative during the on-site biennial inspection. Appropriate data is also reviewed by a Field Representative during the on-site biennial inspection to verify that nonoffenders (WIC 300) were not held in secure detention.

Continual technical assistance is conducted throughout the CSA biennial inspection cycle, either via telephone or an on-site visit. In addition, a pre-inspection briefing is held prior to an on-site inspection, and the elements of the DSO core requirement are reiterated to the agency.

Since the majority of violations occur when runaways are held, CSA plans to focus technical assistance and training on such situations. Additionally, because there were a number of out of state runaways reported in 2007, we plan to reiterate the ability of agencies to file an interstate compact, if appropriate, to avoid violating the DSO core protection.

With respect to inspection of nonsecure juvenile facilities that hold nonoffenders (WIC 300), the California Department of Social Services annually visits each of these facilities to ensure that they remain nonsecure.

### ***Adult Facilities***

Pursuant to WIC §210.2 (b), the CSA annually queries all law enforcement facilities to determine if they contain a jail or lockup and, if so, whether they will hold minors for any period of time.

Pursuant to WIC §207.1 (d) (F), adult facilities that hold minors are required to keep logs to track the number, duration, and reason for secure detention of minors. These logs become the basis for monthly reporting to the CSA and for annual reporting to OJJDP.

CSA staff verifies the number and duration of secure detentions in adult jails and lockups on a monthly basis. Field Representatives will contact a facility if it appears as though a violation of DSO has occurred to verify if a violation did indeed occur or to determine if a reporting error was made.

If violations are identified during the on-site inspection or through monthly reporting, the CSA will provide targeted technical assistance and training to those agencies. Continual technical assistance is conducted throughout the CSA biennial inspection cycle, either via telephone or during an on-site visit. In addition, a pre-inspection briefing is held prior to an on-site inspection, and the elements of the DSO core requirement are reiterated to the agency.

## **B. Plan for Separation of Juveniles from Adult Offenders**

WIC §207.1 (b), §208 (a) and California Code of Regulations, Title 15, Sections 1101, 1144 and 1161 relate specifically to the separation of minors from adult offenders in adult facilities. WIC §207.1 (h) relates specifically to co-located facilities. California statute exceeds federal requirements in many instances.

The CSA is mandated to biennially inspect local juvenile detention facilities pursuant to WIC §209 and adult jails and lockups pursuant to Penal Code (PC) § 6031 and WIC §209.

### **Separation Violations**

The number of separation violations has varied widely during the past few years. From 2002-2004, the CSA reported zero violations. A high of 44 violations was reported in 2005; in 2006, the number of violations decreased to 33. During 2007 and 2008, one violation was reported each year.

The decrease since 2005 and 2006 is a direct result of the termination of juvenile diversion programs in local juvenile detention facilities and the modification of the definition of “adult inmate,” which excludes TWC persons over 18 through the state’s age of majority.

Violations remain low due to continued monitoring of local and state detention facilities to ensure that juvenile diversion programs in violation of JJDP are not occurring. In addition, CSA Field Representatives conduct regular compliance monitoring inspections of all juvenile detention facilities in the state. During these inspections, compliance with both state and federal law relative to separation is verified; focus is given to programs that may allow contact.

The CSA continues to closely monitor situations in which there is potential for contact between adult inmates and minors in all detention facilities.

### **Strategy to Maintain Compliance**

#### ***Adult Facilities***

Pursuant to WIC §210.2 (b), the CSA annually queries all jails and lockups to determine if they will hold minors for any length of time. If a facility answers this query positively, WIC §207.1 (e) requires that the CSA provide technical assistance specific to minors in custody to the agency.

Due to a finding in California’s 2008 Audit of Compliance Monitoring Systems, a comprehensive evaluation of state prison juvenile detention facilities was conducted. As a result of this evaluation all potentially prohibited programs were terminated by the California Department of Corrections and Rehabilitation. All state prisons will be monitored in accordance with OJJDP guidance, and targeted technical assistance will continue to be provided to the community program managers at each facility.

In local detention facilities, the CSA verifies that separation of minors and adult offenders is appropriate during an on-site inspection; each adult facility that holds minors is biennially inspected pursuant to WIC §209 (a) and (b) (this includes jails, lockups and court holding facilities). Agencies that hold minors are also required to develop policy and procedures to ensure the separation of minors and adult offenders pursuant to Title 15, California Code of Regulations.

Continual technical assistance is conducted throughout the CSA biennial inspection cycle, either via telephone or an on-site visit. In addition, a pre-inspection briefing is held prior to an on-site inspection, and the elements of the separation core requirement are reiterated to the agency.

There have not been any violations of separation identified in adult facilities in the past several years.



### ***Juvenile Detention Facilities***

The CSA biennially inspects all county juvenile detention facilities and training schools, and has annually inspected state training schools. During each on-site inspection, Field Representatives verify that no Scared Straight programs are operating within the facility and that inmate workers are prohibited from coming into contact with minors.

The CSA provides continual technical assistance and training to county probation departments reiterating the separation core requirement. These agencies are aware that they violate both federal and state law when there is contact between adult inmates and minors. In addition, a pre-inspection briefing is held prior to an on-site inspection, and the elements of the separation core requirement are reiterated to the agency.

### ***Co-located Facilities***

- There are currently two co-located facilities in California, the Lacy Juvenile Annex in Orange County and the Yolo County Juvenile Hall. Pursuant to WIC §207.1 (h), these facilities must meet the following criteria:
- The juvenile facility is physically or architecturally separate from the portion that holds adult offenders so that contact between the two is prevented;
- That shared non-residential programs only occur when there are written policies and procedures to assure that there is time-based use of those areas that prevents contact between juveniles and adult offenders;
- That the juvenile facility has a dedicated and separate staff from the portion that holds adult offenders (this requirement exceeds federal requirements); and,
- That the juvenile facility complies with all applicable state and local statutory, licensing and regulatory requirements for juvenile facilities of this type.

CSA staff conducts annual inspections of co-located facilities to verify compliance with federal and state criteria and with California Code of Regulations, Title 15, Minimum Standards for Juvenile Facilities. CSA staff also provides ongoing technical assistance to these facilities, beginning with the planning and construction review phases.

## **C. Plan for Removal of Juveniles from Adult Jails and Lockups**

WIC §207.1 dictates that minors shall not be held in an adult jail unless they are under the jurisdiction of the adult court, or are held under specific circumstances and requirements specific to separation of minors and adult inmates are met. This statute mirrors the federal jail removal requirement for minors in secure detention and exceeds federal regulation by imposing a six-hour limit on the non-secure detention of minors. WIC §210.2 (a) authorizes the CSA to develop standards for law enforcement facilities that hold minors to ensure compliance with WIC §207.1. California Code of Regulations, Title 15, Articles 8-10 relate specifically to minors in adult facilities.

The CSA is mandated to biennially inspect adult jails and lockups pursuant to Penal Code (PC) § 6031 and WIC §209.

### ***Rates of Jail Removal Violations***

The majority of jail removal violations occur when a minor has been charged with a heinous or violent crime and agencies run over their six-hour exception during interviews and interrogation. Other common reasons include delays in parents picking up their child and delays in having the minor transported to a juvenile detention facility. Law enforcement agencies are reminded that



these situations, while sometimes unavoidable, do constitute violations of both state and federal law.

The rate of jail removal violations increased from .84 in 2005 to 2.33 in 2006. From 2006 to 2008, the rate decreased to 1.24. It appears as though the dramatic increase in violations was caused by several factors. First, we added many facilities to our universe from 2005 to 2006. There were several agencies that were unfamiliar with the jail removal core requirement, and as a result, they were contributing to the rate of violations. In addition, the CSA modified the self reporting form that agencies use to report jail removal data. There may have been confusion on the part of law enforcement agencies when identifying a violation.

The rate of violations decreased again from 2007 to 2008; this is a result of targeted technical and assistance and training related to jail removal and further modification of the reporting forms.

### **Strategy for Remaining in Compliance**

Pursuant to WIC §210.2 (b), the CSA annually queries all law enforcement facilities to determine if they contain a jail or lockup and, if so, if they will hold minors for any period of time.

Pursuant to WIC §207.1 (d) (F), adult facilities that hold minors are required to keep logs to track the number, duration, and reason for secure detention of minors. These logs become the basis for monthly reporting to the CSA and for annual reporting to OJJDP. Field Representatives verify the number, duration and reason for secure detention during each on-site biennial inspection. Appropriate data is reviewed to identify violations of Jail Removal. If violations are identified during the on-site inspection or through monthly reporting, the CSA will provide targeted technical assistance and training to those agencies.

CSA staff also verifies the number and duration of secure detentions in adult jails and lockups on a monthly basis. Field Representatives will contact a facility if it appears as though a violation of Jail Removal has occurred to verify if a violation did indeed occur or to determine if a reporting error was made. Technical assistance is offered during this contact and is followed up during the on-site biennial inspection. Note: California does not use the rural exception.

### **SAG Role in Maintaining Compliance with Three Core Protections**

The State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP) oversees California's compliance with the JJDPA. The SACJJDP is regularly apprised of the CSA's plan for compliance monitoring and will be involved in the identification of barriers and strategies for compliance monitoring. The SACJJDP is also required to review and approve the state's plan for compliance monitoring as part of their oversight.

## **D. Plan for Compliance Monitoring for the First Three Core Protections of the JJDP Act**

- 1) Policy and Procedures.** Please see CSA Attachment 1. Please note that the manual is in the process of being updated subsequent to the OJJDP Compliance Monitoring Audit.
- 2) Monitoring Authority.** Please see CSA Attachment 2.
- 3) Monitoring Timeline.** Please see CSA Attachment 3

**4) Violation Procedures.** Please see CSA Attachment 2, Monitoring Authority.

**5) Barriers and Strategies.**

- a) The volume of admissions to juvenile detention facilities, adult jails and lockups makes it difficult for Field Representatives/Consultants to review all appropriate data outside of the biennial inspection cycle.
  - Law enforcement agencies and probation departments submit regular data to the CSA via the Jail and Juvenile Detention Profile Surveys and monthly data collection. This data is continually reviewed; this data supplements regular on-site reviews of data.
  - The CSA has streamlined its data collection material to ensure ease of submission from law enforcement agencies and probation departments.
- b) The sheer number of facilities in California's universe makes it difficult to verify all appropriate data annually on-site.
  - The CSA has recently hired two additional staff to concentrate solely on Compliance Monitoring Inspections.
- c) The turnover in staff of these facilities creates a gap of knowledge with respect to core requirements in some of these facilities; constant training is required.
  - The CSA provides on-going technical assistance to law enforcement agencies and probation departments, both general and targeted. If a facility's data appears incongruous with previous data, or if there is an increase in violations, specific technical assistance and training will be provided.
  - The CSA developed training aids specific to the Jail Removal core requirement. A video and corresponding handbook is available to law enforcement agencies to help them comply with federal and state statutes.
  - CSA staff provides pre-inspection briefings to law enforcement agencies and probation departments; all information relevant to the upcoming inspection is provided, including detailed information on core requirements and essential data.
- d) The mandated inspection duties of the CSA takes up much of a Field Representative/Consultant's work time; compliance monitoring is an additional duty for Field Representatives, yet commands a significant workload.
  - The CSA has recently hired dedicated Compliance Monitoring Staff and has dedicated the majority of an additional staff member's duties to Compliance Monitoring.

**6) Definition of Terms.** Please see CSA Attachment 4. California uses federal definitions in the monitoring process.

**7) Identification of the Monitoring Universe.** The Compliance Monitoring Universe is continually updated. The Universe is formally updated once a year; a survey is distributed to all law enforcement agencies and probation departments at the beginning of each calendar year and facilities must respond relative to their classification.

At least annually, the Compliance Monitoring Universe is compared with law enforcement and detention facilities throughout the state via information available from constituent groups (e.g., California State Sheriff's Association, Chief Probation Officers of California, COPSWEST, USACOPS.com, etc.).

During regularly scheduled monitoring visits, Field Representatives and Consultants will ensure that each agency's facilities are adequately represented in the Compliance Monitoring Universe.

Pursuant to Penal Code Section 6029, the Corrections Standards Authority is also required to review the plans and specifications for any local detention facilities and local juvenile detention facilities for compliance with Minimum Standards. As facilities are planned and constructed, they are appropriately added to the Compliance Monitoring Universe.

**8) Classification of Monitoring Universe.** Many of the facilities in California's Compliance Monitoring Universe are classified according to their definition (See CSA Attachment 4, Definitions).

The classification of the universe is linked to the identification of the universe. As mentioned above, each facility in the universe is annually queried to determine initial classification; classification will be verified during an on-site visit.

**9) Inspection of Facilities.** Please see CSA Attachment 2, Monitoring Authority for CSA's inspection requirements. Refer specifically to Welfare and Institutions Code Section 209 and Penal Code Section 6031.

**10) Data Collection and Verification.** Specific detail regarding data collection and verification is included in the description of each core requirement's Strategy for Maintaining Compliance. Each facility in California's universe self reports annual data relevant to their classification, and if applicable, submits monthly reports relevant to minors in their detention facilities. All self-reported data is reviewed upon receipt and verified by comparing the data with the detention logs or admission records that contain applicable information.

#### **4. PLAN FOR COMPLIANCE WITH THE DISPROPORTIONATE MINORITY CONTACT (DMC) CORE PROTECTION**

##### **Updated DMC Identification Spreadsheets**

At the direction of Congress and with guidance from the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), the CSA has made substantial progress in its DMC-reduction efforts.

The CSA has included the Relative Rate Indices for California (statewide) as well as for thirteen counties with focused DMC efforts: Alameda, Fresno, Humboldt, Los Angeles, Marin, Orange, Sacramento, San Diego, San Francisco, Santa Clara, Santa Cruz, Ventura and Yolo. (Attachment 2 [a-m]).

##### **DMC Data Discussions**

The effort to identify the extent to which DMC exists has primarily focused on the working relationship and collaboration between the CSA and California's Attorney General's Office, Department of Justice (DOJ). DOJ's Juvenile Court and Probation Statistical System (JCPSS) collects a variety of juvenile statistical data, including information regarding DMC from 56 county probation departments on a yearly basis (this number is up by one county from the 2007 report on Juvenile Justice in California). Each year there is a difference between the number of referrals to probation via the JCPSS and the number of juvenile arrests reported by law enforcement agencies as "referred to juvenile court and probation" via the Monthly Arrest and Citation Register (MACR). The differences are due, in part, to the different programs and definitions used by law enforcement agencies and probation departments for submitting data to the DOJ. However, there are two primary reasons for the difference:

- Probation departments report caseload information while law enforcement agencies report information on individual arrests.
- The JCPSS counts only those juveniles who have a final disposition reported to the DOJ. Many probation departments divert juveniles out of the system into other “community based” programs. As a result, many juveniles who are diverted after being referred by law enforcement agencies are not reported on JCPSS.

Awareness of these issues has required continued collaboration with the California DOJ resulting in a rejuvenated effort to educate local jurisdictions on data collection and to encourage the submission of accurate juvenile justice data including DMC statistics. Furthermore, the SACJJDP's DMC Subcommittee Chair, Sandra McBrayer, was an active participant in the CSA's Juvenile Detention Profile Survey revision process that was initiated during the summer of 2009 to ensure the interests of the SACJJDP are represented as they pertain to relevant juvenile justice data, including identification of overrepresentation of youth of color within the juvenile justice system. As a result, the CSA's Juvenile Detention Profile Survey, upon the completed revision process, will include pertinent race and ethnicity data.

While the Relative Rate Index (RRI) is collected through collaborative efforts with DOJ, both at the state and local level, the CSA's philosophy is to provide an environment in which local jurisdictions have the ability to access and evaluate their RRI in relation to their community. Because DMC efforts are an intensely local matter, and the most successful DMC efforts appear to derive from local leadership rather than state prescribed efforts, we allow for the RRI to inform local decision-makers, and the state responds accordingly by continued guidance, monitoring and evaluation.

## **Progress Made in FY 2009**

### *Activities Implemented*

Using a multi-faceted approach of direct service, education, and support, California strives to address the overrepresentation of youth of color coming into contact with the juvenile justice system a priority - with the ultimate goal being a fair and equitable justice system. Toward that end, the DMC statewide initiative follows three tracks: direct service through the Enhanced DMC-Technical Assistance Project (TAP) II, and Support grants; education/awareness through our implementation of educational mandates for grantees and stakeholders; and support through both resources and advocacy.

- Funds made available through Enhanced DMC-TAP support probation departments in understanding and identifying DMC in hopes of better equipping these agencies with the tools and resources needed to provide leadership in developing and/or strengthening community-based DMC reduction activities. 2009 brought the closure of the 3rd phase of DMC reduction plan implementation.
- In tandem with the Enhanced DMC-TAP grant is the Process Evaluation which assisted in determining strengths and challenges related to the process. The Process Evaluator, Mark Morris and Associates Inc. completed their evaluation of Phase II of the Enhanced DMC TAP grants December 2009 and provided a report outlining successes, challenges and possible areas for replicability (e.g., most recent DMC RFP included a requirement for a Leadership Plan in addition to the Program plan to ensure county leadership is committed to system reform as illustrated by identified leadership tasks.

- The education and support/advocacy involves the DMC Coordinator working with a DMC expert to provide basic DMC education at the request of local jurisdictions. This education is geared for those entities wanting to better understand what DMC means, the history of DMC and what expectations are related to the DMC mandate at the federal level. This year's educational activities included several presentations at the national level in addition to a number of smaller CSA constituents such as Department of Education and Department of Juvenile Justice personnel.

The second educational activity, and one of CSA's most successful, is related to use of incentives within our federal funding sources that invite local jurisdictions to increase their knowledge of DMC. CSA embedded a DMC focus within all the federal funding sources: [Title V](#), [Title II Formula Block Grants](#), [Juvenile Accountability Block Grant](#) (JABG) program. This process for incentivizing DMC Education resulted in adding this educational mandate to the state's juvenile justice funding sources as well. Our hope is that DMC education and awareness continues to be bolstered at pivotal decision-points within the juvenile justice system throughout counties in California.

DMC Quarterly Bulletin/Fact Sheet: As the CSA moves forward with DMC efforts, we are continually looking for ways to improve both our advocacy and our education efforts on this important initiative. To that end, CSA implemented the DMC Quarterly Bulletin. It is designed to keep the field apprised of the efforts that are being coordinated at the state and local level and to provide an instrument that the field may use in sharing information and demonstrating progress. CSA draws upon three essential principles in its multi-faceted approach to addressing DMC: 1) We rely on and respond to the direction and guidance from the local jurisdictions as much as possible; 2) We look for opportunities to develop our knowledge and try to provide opportunities to develop the knowledge of our constituents; and 3) We believe in the responsibility of asking ourselves and our constituents to make progress. The bulletin/fact sheet outlines the principles we are committed to as well as our current DMC efforts and our Next Steps.

Finally, in keeping with the establishment of the full-time DMC Coordinator position, the following DMC education, training and technical assistance efforts were initiated in 2006 and continued in 2009:

- Assisting all 58 counties with interpreting DMC data reported to the Department of Justice's JCPSS and analyzing factors that may have contributed to disproportionate results; and
- Preparing reports on the implementation and impact of the DMC initiative as well as other efforts undertaken to reduce DMC. For example, the Statewide Coordinator provides quarterly updates to the California Department of Corrections and Rehabilitation and the field about the DMC Technical Assistance Project.

#### *Activities not implemented*

N/A

## DMC-Reduction Plan for FY 2009-2011

### Activities

In continuing the multi-faceted approach, the SACJJDP identified DMC as one of its priority focus areas for both their State Strategic Plan, and their three-year plan.

The 2010 DMC activities are a reflection of the DMC guiding principles and follow the multi-faceted approach of direct service, education and support through collaborative efforts with local and state stakeholders, development of DMC knowledge and ensuring progress.

- Due to the success of the first set of Enhanced DMC-TAP grants, the SACJJDP determined to continue DMC efforts using the three-phased approach of Infrastructure, collaboration and implementation.. To that end, and through a competitive RFP process CSA allocated \$1,000,000 in Title II funds to contract with up to seven additional counties to begin the innovative Enhanced DMC-TAP II grant process. These counties include: Fresno, Humboldt, Marin, Orange, Sacramento, Ventura and Yolo,
- Also, to ensure appropriate sustainability occurs with counties already involved in DMC Initiatives longer than 18-months, CSA dedicated \$700,000 in Title II funds for continued DMC support activities for Alameda, Los Angeles, San Diego, Santa Clara, San Francisco, and Santa Cruz counties.

DMC Support Grants		Enhanced DMC-TAP Grants	
\$700,000		\$1,000,000	
Counties	Per year	Counties	Per year
6	\$100,000	7	\$125,000

This priority distribution was delivered through a competitive RFP process and commenced January 1, 2010 with a Grantee Briefing provided to project staff on February 23, 2010.

Above and beyond the Enhanced DMC Technical Assistance and Support grants that involve complex local corrections systems, CSA committed to beginning the following activities:

The [DMC Subcommittee](#) (made up of state and local experts) to the SACJJDP is determined to provide leadership for DMC reduction. As a result, the State has embarked upon a statewide, cutting-edge approach to reducing DMC through the use of well established best-practices of collaboration, education and awareness.

This targeted DMC support and advocacy initiative, in keeping with the multi-faceted approach and [guiding principles](#) that support collaboration with state and local stakeholders, targets law enforcement and school districts; disciplines often considered the pipeline for our youth of color coming into contact with the juvenile justice system. California initiated this process in 2008 by developing a collaborative relationship with California Department of Education. Subsequently, the CSA dedicated \$300,000 in available federal funds for regional DMC trainings designed to capitalize on existing work related to Closing the Achievement Gap. By partnering with the educational system, CSA has commenced the provision of DMC trainings to School Attendance Review Boards (SARB) throughout the State specifically aimed at engaging law enforcement and school personnel involved in school disciplinary issues in the dialogue of DMC reduction. The funds for the regional trainings were distributed through a competitive RFP resulting in a contract with Dr. Rita Cameron-Wedding as the Expert Trainer. In order to ensure these regional trainings are pertinent to the culture and individuality of each jurisdiction, the trainer will



provide appropriate culturally responsive DMC training to a variety of audience members starting at a very successful conference in November of 2009.

Furthermore, the CSA undertook a collaborative partnership with Sacramento Police Department as a pilot project that involved providing DMC training to all department officers over the course of 20 weeks that commenced March 10, 2009. As a result, CSA is hopeful and has initiated a dialogue with the Chief of Police Association to facilitate the inclusion of a DMC educational component into the Police Academy.

This newly initiated partnership between CSA and the Sacramento Police Department will be at the forefront of identifying and resolving problematic disparity issues at the contact decision point and may be initiated in additional jurisdictions upon assessment of this pilot.

Similarly, CSA's DMC approach has also resulted in the inclusion of a DMC educational component into the State's Probation Officer Core Course whereby every newly hired probation officer in the state will now be required to receive topical training; one aspect of this training will include discussion of disparity and disproportionality as it relates to race/ethnicity in the field of probation.

Additionally, the DMC Subcommittee in response to much of the technical assistance already provided to local jurisdictions has identified a growing need/demand for educational resources that help build the knowledge and skills necessary to develop and sustain effective DMC reduction efforts. As such the current focus for the DMC Support and Advocacy component is two-fold: The first is to develop a curriculum in response to the growing need. The overarching goal of the curriculum is to continue to build capacity at the local level by educating justice and social service professionals on DMC. This will include history, causal factors, and best-practice approaches to reducing the disparity and disproportionality within their professional universe. Secondly, a focus will be placed on increasing Probation Departments' knowledge, of and access to, best practice DMC interventions such as 'call notification' projects.

### *Assessment*

Finally, CSA has recently been made aware of the need directed by OJJDP to undertake an assessment. In the past, the state, very successfully has allocated funding toward DMC reduction by encouraging the local jurisdictions to identify disparity and disproportionality within their local community and request through a competitive process funding to support a reduction plan. Rather than utilizing a statewide assessment to determine funding, the current process has ensured both the political will and the development of counties committed to the system reform DMC reduction requires. In addition to requesting local jurisdictions identify their disparities, the most recent RFP's included a project plan, as well as a leadership plan, whereby each county competing for DMC reduction funds were tasked with developing a plan that leadership and management of the probation department would undertake over the course of the three-year grant. The leadership plan was included as a result of much of the 'best practice' literature regarding the need to have strength in leadership to ensure success in reducing disparities and disproportionality within the system as well as from CSA's Process Evaluation completed in 2009.

As such, CSA will continue to direct funding utilizing this process, however, the DMC Subcommittee will be developing a plan for moving forward with an assessment. This planning is still in the preliminary stage, but will likely involve the thirteen counties across the state

working under CSA guidance and funding to reduce disparities and disproportionality within their systems.

The DMC multi-faceted approach of direct service, education and support and advocacy continues to evolve every year with the increase in knowledge and capacity for systems reform.

### *Evaluation and Monitoring*

The CSA takes pride in the level of service and support provided to subgrantees and works closely with project managers and evaluators to help them achieve programmatic objectives. In addition to conducting onsite visits with all subgrantees to observe program operations, review financial records, and monitor data collection efforts, CSA staff provides technical assistance, upon request, on program implementation, operation and evaluation issues. Staff also receives quarterly progress reports from subgrantees that provide specific updates on administrative and operational issues as well as data collection and analysis efforts. These reports help to identify issues that may warrant technical assistance, which staff provides on an ongoing basis in carrying out their project monitoring and support responsibilities.

Additionally, because of the import and challenges associated with disparity and disproportionality reduction the State Advisory Committee and CSA determined it a necessity to undertake a process evaluation on the Enhanced DMC –TAP grants for the purpose of assisting CSA and the State Advisory Committee in planning future DMC activities by identifying the operational strengths and limitations of the first two phases of the Enhanced DMC-TAP, both of which represent a pioneering approach to addressing DMC. The CSA is interested in learning what worked and what did not by understanding the environments in which required activities were implemented, the processes used to implement these activities, and the impact of program fidelity/operations on desired outcomes. The process evaluation design addresses these stated goals and includes the five counties participating in the first and second phases of the Enhanced DMC TAP.

### *Time Line*

The table below indicates the timeline and funding amount (where applicable) for the proposed activities that continue to ensure DMC is a priority within California.

DMC Title II Formula Grant Activity	Timeline	Funding
DMC Regional Training	6/2010	\$300,000

## **5. COORDINATION OF CHILD ABUSE AND NEGLECT AND DELINQUENCY PROGRAMS**

### **A. Reducing the Caseload of Probation Officers**

Currently, California does not provide any incentive grants to units of local government in order to reduce the caseload size of probation officers. We have elected to continue with the priority efforts identified in our current state plan. However, as a byproduct of our statewide administration of the Juvenile Justice Crime Prevention Act and Juvenile Probation and Camp Funding programs, it is noted that many county probation departments have established specialized and/or reduced caseloads as part of their effort to replicate proven programs.



## **B. Sharing Public Child Welfare Records with the Courts in the Juvenile Justice System**

As part of the unique governance structure of probation services in California, there currently exists no statewide agency to oversee the coordination and sharing of child welfare records with the juvenile courts in each county. Different county departments have sole responsibility for the administration of child welfare/dependency issues and juvenile probation services, and each county's coordination and information sharing efforts are unique.

The Administrative Office of the Courts', Statewide Office of Family Court Services recently merged with the Center for Children and the Courts. This coupling resulted in establishment of the Center for Families, Children & the Courts (CFCC), whose primary purpose is to maximize the effectiveness of court services for children and families. CFCC also works to increase public access, implement innovative court-related programs for children and families, and promote those services in the legal community and to the public. CFCC works closely with the Judicial Council Family and Juvenile Law Advisory Committee in California.

The State Interagency Team for Children and Youth (SIT) is leading the effort to better coordinate policy, services and strategies for children, youth and families in California. Comprised of deputy directors from 10 state agencies and departments, this group provides innovative leadership and guidance to facilitate local implementation of system improvements. Areas of focus include:

- Escalating policy and programmatic issues to senior leadership levels so that services can be better coordinated and obstacles removed;
- Maximizing funding for services that support children, youth and families;
- Removing systemic and regulatory barriers;
- Ensuring that policies, accountability systems and planning are outcome based; and
- Sharing information and data.

State agencies and departments represented on the State Interagency Team for Children and Youth include the Departments of Social Services, Education, Health Services, Mental Health, Alcohol and Drug Programs, Developmental Services and Employment Development, as well as the Attorney General's Office, the Division of Juvenile Justice, the Corrections Standards Authority, the California Children & Families Commission and the California Workforce Investment Board. (Improving the Lives of California's Children and Families 7-28-05)

## **C. Establishing Policies and Systems to Incorporate Relevant Child Protective Services Records Into Juvenile Justice Records**

There is no statewide agency that oversees the incorporation of child protective service records with the juvenile justice records in each county. As county departments have sole responsibility for the administration of child protective and juvenile probation services, each county's coordination and information sharing efforts are unique.

## **6. COLLECTING AND SHARING JUVENILE JUSTICE INFORMATION**

California's Strategic Plan was the catalyst for the development of the Title II Three-year Comprehensive Plan, the Juvenile Accountability Block Grant Program Plan, and the Title V Community Prevention Program Plan. All three federal funding sources are complementary to each other and are efforts designed to ensure coordination between the federal and state programs focusing on juvenile justice, including the state-funded Juvenile Justice Crime

Prevention Act (JJCPA) program, Proud Parenting program, Youth Center/Shelter program, and the Juvenile Probation and Camps Funding Program. In 2008, California added two new state grant programs, the Youthful Offender Block Grant Program (YOBG), and the Senate Bill (SB) 81 Pilot Projects.

The YOBG program was established to enhance the capacity of local communities to implement an effective continuum of responses to juvenile crime and delinquency. Allocations from the YOBG fund are directed to all counties and are to be used to enhance the capacity of county probation, mental health, drug and alcohol, and other county departments to provide appropriate rehabilitative and supervision services to youthful offenders. As a result of recent legislative amendments to the YOBG program, there are significant changes underway with regard to CSA administration of this effort. Counties that participate in the program are now required to submit annual plans and reports detailing actual expenditures and performance outcomes. The CSA will aggregate statewide data and report to the Legislature annually on program effectiveness. The SB 81 Pilot Project involves the administration of two, one time pilot projects for a period of three years and is aimed at testing models for reducing the rate of offenders going to prison. Although this project targets young adults (ages 18-25), California recognizes the need to coordinate with juvenile programs that serve the transitional youth who are “aging out” of the juvenile system into the emergent adult population. As these projects come to a close in August 2010, the CSA hopes to share the lessons learned during implementation.

In addition to the newly implemented efforts identified above, the CSA has also revamped the structure of the Proud Parenting program. While maintaining the tenants of the original Young Men as Fathers program (classroom instruction, structured family events, and mentoring) the program also provides comprehensive assessments and assistance to young parents or those at risk of becoming parents. Each of the thirteen newly funded grantees will also participate in a cross-site evaluation of program activities. Efforts to provide continuity of care and increase communication across the adult and juvenile systems will be important to the success of these projects.

As the Designated State Agency, CSA staff participates on California’s Shared Youth Vision Team. The team, charged with developing more effective interagency collaboration at the State level to better serve California’s neediest youth, brings together partner agencies including the Department of Labor, Department of Education, Department of Health and Human Services, Corrections Standards Authority, Department of Juvenile Justice, and local community based organizations. The team is currently in the process of developing a matrix of programs and services offered at the State level from each of the partner agencies. This matrix will be used to help provide analysis for what is working statewide regarding the delivery of youth services, duplication, and/or gaps in services and identifies target populations that are currently being served in California.

As discussed in the justice systems analysis section, the state-funded JJCPA program enables local juvenile justice officials, in collaboration with other agencies, to evaluate juvenile justice system needs and allocate resources to address those needs. To ensure coordination and collaboration among the various entities serving at-risk youth, the JJCPA entrusted development of a local comprehensive multi-agency juvenile justice plan to a Juvenile Justice Coordinating Council (JJCC) comprised of the Chief Probation Officer (Chair) and representatives of the District Attorney’s Office, Public Defenders’ Office, Sheriff’s Department, Board of Supervisors, Department of Social Services, Department of Mental Health, a city police department, the county Office of Education or school district, a community-based drug and alcohol program, and the public at large. Each year the local JJCC is required to reassess the county’s plan in relation to current system needs, and to modify it as necessary. Additionally,

JJCPA will, for the first time, embed a DMC educational mandate within its annual application. Each project director from the participating counties will participate in a DMC training provided by CSA.

The composition of the JJCC and the local advisory board required by the JABG program are very similar which promotes coordination among local officials involved in efforts focusing on juvenile crime and the justice system. In addition, the annual system review required in updating the county plans serves as a platform for local officials to assess their system needs in relationship to appropriate Program Purpose Areas for JABG programs. To this end, the JABG Coordinated Enforcement Plan is often an outgrowth of the JJCC process.

There are also similarities in the composition of the JJCC and the Prevention Policy Board (PPB) that must be formed by units of local government wanting to compete for Title V funds. For this reason, and to further promote coordination among federal and state juvenile justice programs, the CSA's Request for Proposals (RFP) for Title V funds allowed counties to use the existing JJCC to function as the PPB if the specified groups are represented. The RFP also required that the county's JJCC review the Delinquency Prevention Plan required by Title V to ensure that it is consistent with the county's comprehensive plan. Further, the RFP encouraged applicants to review and draw upon pertinent sections of the county's comprehensive plan, which includes a description of the jurisdiction's existing continuum of responses to juvenile crime and juvenile crime trends, an assessment of current resources and resource gaps, and an identification and prioritization of high-risk juvenile crime neighborhoods, in developing their Delinquency Prevention Plan. This year, the JJCC was instrumental in assuring local collaboration occurred in developing the DMC Title V grant focused on school disciplinary process to commence in San Diego County, July 2009.

In addition to CSA's collaboration with DOJ, AOC, and DJJ in preparation of the annual JABG application, JABG subgrantees are required to collaborate with service network providers in their respective communities to enhance program activities and services. Although the type of collaborations established varies from community to community, common collaborations include the following: law enforcement agencies, juvenile courts, schools, social services, mental health, district attorney, public defender, and Community-Based Organizations.

## **7. PROBLEM STATEMENTS – NO CHANGE**

California's five focus areas/problem statements provide the foundation to the Title II Program purpose areas. As such, three of the focus areas, Alternatives to Detention, DMC, and Holistic Approach to Offender Counsel have been aligned with one of 35 program purposes areas. The fourth, and fifth focus area/problem statement, evidence-based programs/promising approaches, and restorative justice principles should be viewed as overarching goals to develop statewide-evidence-based practices and restorative justice principles and will be encouraged and promoted through training, technical assistance and evaluation. This will be accomplished most notably, through the leveraging of JABG funding that will be aimed not only at projects funded through direct allocation but also for activities funded through the amount retained by the state and any accrued interest. This leveraging of resources will allow the Title II funds to be directed to other priority areas while still supporting these focus areas/problem statements in a meaningful way.

### **Program Descriptions**

## **I: Alternatives To Detention**

State Program Area: 01

Standard Program Area: 01

Research has shown that juvenile detention has critical, long-lasting consequences for court-involved youth. Youth who are detained are more likely than their counterparts to be formally charged, adjudicated and committed to an institution. Detention disrupts already tenuous connections in school, services and families. Over the long-haul, the detention experience negatively impacts educational and employment levels<sup>9</sup>. In California, many youth are detained pre and post adjudication for offenses posing no threat to themselves or the public and whereby there is no indication of flight risk. Community based alternatives are an underutilized option for addressing the vast majority of youthful offender behavior that lies outside the parameters of public safety and/or flight risk.

**Goal:** Reduce the number of youth held in secure detention

### **Objectives:**

1. Expand the use of alternatives to detention;
2. Increase the use of promising approaches/evidence based programs; and
3. Increase effective prevention programs through strategic incentives.

### **Activities and Services:**

- Develop and administer a competitive RFP that supports the use of alternatives to detention;
- Through collaboration with the JABG program, support and enhance the use of evidence-based/promising approach alternative to detention programs; and
- Through participation in alternatives to detention programs, a greater number of youth coming into contact with the justice system will participate in programs such as diversion or after-care designed to improve positive youth behavior, increase public safety without exposing youth to unnecessary restriction. Program implementation will require partnership among the probation or parole agency within the jurisdiction, as well as with local service providers including schools, community-based organizations, counseling/therapy providers, local businesses, and churches.

### **Performance Measures:**

- The amount of federal funds in whole dollars that are awarded for alternatives to detention during the reporting period;
- An unduplicated count of the number of youth served by the program during the reporting period;
- The number of program youth who were rearrested or seen at juvenile court for a new delinquent offense; and
- The number and percent of program youth who have successfully fulfilled all program obligations and requirements.

*Optional Outputs and Outcomes to be determined.*

**Budget:** Due to the nature of CSA's competitive Request for Proposal (RFP) process and the timing of the distribution of funding, the number of projects and corresponding funding awards for projects targeting this program purpose area remains unknown.

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<sup>9</sup> Annie E. Casey Foundation

*SMART:* In addition, geographic location of projects is unknown; we will incorporate the use the SMART system within the RFP.

## **II: Compliance Monitoring**

State Program Designator: 06

Standard Program Area: 06

Three of the four requirements of the JJDPa have been codified in California statute and regulations and, in many cases, California law exceeds those requirements. The Corrections Standards Authority is given the authority to monitor facilities affected by the JJDPa for compliance with federal and state standards. The range of facilities in the compliance monitoring universe, along with the transitional nature of many personnel working in these facilities, necessitates ongoing monitoring and technical assistance targeted toward the universe.

**Goal:** Increase compliance of state and local police, sheriff and probation detention facilities with federal requirements to deinstitutionalize status offenders, remove juveniles from adult jails and lockups, and ensure separation between juveniles and adult inmates.

**Objective 1:** Improve monitoring of compliance.

### *Activities and Services:*

- Conduct annual or biennial on-site inspections of each detention facility;
- Review detention facility policies and procedures; and
- Provide technical assistance.

### *Performance Measures (optional):*

- Number of site visits conducted;
- Number of facilities receiving technical assistance;
- Number of hours of technical assistance provided; and
- Number of materials developed.

**Objective 2:** Verify data collection efforts/systems in detention facilities that are affected by the JJDPa.

### *Activities and Services:*

- Collect regular data from detention facilities;
- Follow up on self-report data; and
- Conduct annual or biennial on-site inspections of each detention facility.

### *Performance Measures (optional):*

- Submission of Annual Compliance Monitoring Report to OJJDP;
- Number of follow up contacts; and
- Number of site visits conducted.

**Objective 3:** Maintain compliance with core protections

### *Activities and services planned:*

- Collect regular data from detention facilities;
- Follow up on self-report data;
- Provide technical assistance; and

- Conduct annual or biennial on-site inspections of each detention facility.

*Performance Measures (mandatory):*

- The amount of Formula Grants and state money in whole dollars that are allocated to address compliance with Section 223(a)(14) of the JJDP Act of 2002 during the reporting period. This should include money dedicated to develop and implement compliance monitoring functions (include contracted services). Also include costs of on-line reporting systems; and
- The complete Compliance Monitoring Report is required to be submitted annually to OJJDP. Complete is defined as the report contains all required information without any missing data.

*Performance Measures (optional):*

- Submission of Annual Compliance Monitoring Report to OJJDP;
- Number of follow up contacts;
- Number of site visits conducted;
- Number of facilities receiving technical assistance;
- Number of hours of technical assistance provided; and
- Number of materials developed.

*Budget:*     Formula Grant Fund  
                  \$547,000

*Expected Number of Subgrants:*

The state expects to use these funds to pay for the services of Corrections Standards Authority staff to meet the mandates for Compliance Monitoring site visits and technical assistance.

### **III: Disproportionate Minority Contact (DMC)**

State Program Designator: 10

Standard Program Area: 10

Disproportionate representation of youth of color coming into contact with the juvenile justice system in California is alarming and costly – California's minority youth are disproportionately represented as they progress through the juvenile justice system and the differences between minority and non-minority juveniles' representation becomes amplified at each successive decision point- from contact through commitment.

**Goal:** Reduce the number of youth of color coming into contact with the juvenile justice system.

**Objectives:**

1. Increase the number of County Probation Departments that have a long-term, data driven, DMC initiative under way by seven (7) counties;
2. Provide on-going technical assistance and support for DMC efforts to those local jurisdictions that wish to address specific gaps in their DMC reduction effort; and
3. Provide statewide DMC education strategically and through the development of collaborative partnerships at the state level.

**Activities:**

- The increase of Enhanced DMC Technical Assistance Project grants includes three 12-month incremental phases (resulting in a three-year grant cycle). Grants have been awarded through an RFP process to 7 county probation departments. The first phase allocates funds for county Probation Departments to hire a DMC coordinator and/or support staff, contract with a DMC expert, and/or improve DMC data collection efforts.

- Administered through a competitive RFP, DMC Support grants will direct funding toward continuing DMC efforts in those probation departments with a DMC Initiative underway for 18 months or longer.
- Develop communication plan to ensure DMC education and awareness thrives; and
- Through the leveraging of state and federal funds, continue providing education and awareness.

#### *Performance Measures*

- The amount of federal funds in whole dollars that are allocated to address DMC during the reporting period;
- The number of staff trained on DMC within each Enhanced DMC TAP grant; and
- The number of assessment tools revised as a response to DMC identification and analysis.

Number of Subgrants: 13

#### **IV: Diversion**

State Program Designator: 11

Standard Program Area: 11

Research has shown that juvenile detention has critical, long-lasting consequences for court-involved youth. Youth who are detained are more likely than their counterparts to be formally charged, adjudicated and committed to an institution. Detention disrupts already tenuous connections in school, services and families. Over the long-haul, the detention experience negatively impacts educational and employment levels<sup>10</sup>. In California, many youth are detained pre and post adjudication for offenses posing no threat to themselves or the public and whereby there is no indication of flight risk. Community based alternatives are an underutilized option for addressing the vast majority of youthful offender behavior that lies outside the parameters of public safety and/or flight risk.

**Goal:** Reduce the number of youth referrals.

#### **Objectives:**

1. Expand the use of alternatives to detention;
2. Increase the use of promising approaches/evidence based programs; and
3. Increase effective prevention programs through strategic incentives.

#### *Activities and Services:*

- Develop and administer a competitive RFP that supports the use of alternatives to detention;
- Through collaboration with the JABG program, support and enhance the use of evidence-based/promising approach alternative to detention programs; and
- Through participation in alternatives to detention programs, a greater number of youth coming into contact with the justice system will participate in programs such as diversion or after-care designed to improve positive youth behavior, increase public safety without exposing youth to unnecessary restriction. Program implementation will require partnership among the probation or parole agency within the jurisdiction, as well as with local service providers including schools, community-based organizations, counseling/therapy providers, local businesses, and churches.

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<sup>10</sup> Annie E Casey Foundation



*Performance Measures:*

- The amount of federal funds in whole dollars that are awarded for alternatives to detention during the reporting period;
- An unduplicated count of the number of youth served by the program during the reporting period;
- The number of program youth who were rearrested or seen at juvenile court for a new delinquent offense; and
- The number and percent of program youth who have successfully fulfilled all program obligations and requirements.

*Optional Outputs and Outcomes to be determined.*

*Budget:* Due to the nature of CSA's competitive Request for Proposal (RFP) process and the timing of the distribution of funding, the number of projects and corresponding funding awards for projects targeting this program purpose area remains unknown.

*SMART:* In addition, geographic location of projects is unknown; we will incorporate the use the SMART system within the RFP.

**V: Holistic Approach To Counsel/Court Services**

State Program Designator: 07

Standard Program Area: 07

The national report, "A Call for Justice- an Assessment of Access to Counsel and Quality of Representation in Delinquency Proceedings" revealed major failings in juvenile defense across the nation."<sup>11</sup> In California, the streamlined approach to counsel of "one size fits all" is ineffective and costly in terms of both resources and improved outcomes for youth.

**Goal:** Promote quality delinquency representation through the public defense systems

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<sup>11</sup> The National Legal Aid and Defender Association

### Objectives:

1. Explore Best Practice models that incorporate therapeutic jurisprudence/holistic principles for youth throughout California for consideration;
2. Explore pilot project that seeks to develop a relationship between District Attorneys and law schools and other stakeholders to help develop a more holistic approach to justice;
3. Decrease caseloads of District Attorneys/Public Defenders and promote adherence to the standards/guidelines for contract attorneys for the representation of juveniles; and
4. Enhance the support, through allocation of resources and peer-to-peer learning, of defense-agencies providing independent treatment and disposition alternatives to the court.

### Activities and Services:

- Develop and administer a competitive RFP that supports the use of a holistic approach to counsel; and
- Provide support to programs designed to encourage courts to develop and implement a continuum of pre- and post adjudication restraints that bridge the gap between traditional probation and confinement in a correctional setting. Services include expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, electronic monitoring, translation services and similar programs, and secure community-based treatment facilities linked to other support services.

### Performance Measures:

- The amount of federal funds in whole dollars that are awarded for holistic approach to counsel/court services;
- An unduplicated count of the number of youth served by the program during the reporting period; and
- The number and percent of program youth who were rearrested or seen at juvenile court for a new delinquent offense.

*Optional Outputs and Outcomes to be determined.*

**Budget:** Due to the nature of CSA's competitive Request for Proposal (RFP) process and the timing of the distribution of funding, the number of projects and corresponding funding awards for projects targeting this program purpose area remains unknown.

**SMART:** In addition, geographic location of projects is unknown; we will incorporate the use the SMART system within the RFP.

## VI: Native American Programs

State Program Designator: 22

Standard Program Area: 22

The State of California has 109 sovereign Indian Nations and 333,346 individuals of Native American descent. The State of California has almost five times as many tribal entities as any other state. The vast majority of these tribes are small in number as is the land they control. The largest of the tribes totally within California are the Hoopa Valley and the Karuk nations. The Hoopa Valley reservation is the largest reservation covering 93,000 acres. If you compare this against the Navajo nation with 22,000 enrolled members and 17,213,941 acres, one can understand the relative sizes of the California native populations.<sup>1</sup> However, California has a proportionately small amount of Self-Governance Tribes compared to the total federally

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<sup>1</sup> Inter-Tribal Council of California

recognized tribal groups; at the same time California has the largest total number of federally recognized tribes compared to other states. The 109 federally recognized Native American Tribes in California compares to the 554 tribes in the United States.

**Goal:** Establish a working/advisory relationship with the Indian Affairs Division of the California Attorney General's Office to enhance services for Native Americans in California.

**Objective:** Work collaboratively with the California Attorney General's Office, Office of Indian Affairs via the DMC Subcommittee to stay abreast of emerging issues confronting the Native American communities in California. This process will also involve the administration of a competitive RFP process that will support the Title II focus areas that strategically correspond to the identified tribal issues.

**Activities:** Engage the DMC Subcommittee members regarding Tribal issues and disparity issues; identify gaps in service and develop funding options for support tribal issues.

**Performance Measures:**

- The amount of federal funds, in whole dollars that are awarded for Native American programs during the reporting period ;
- An unduplicated count of the number of youth served by the program during the reporting period;
- The number and percent of program youth who were rearrested or seen at juvenile court for a new delinquent offense ;
- The number and percent of program youth who have exhibited desired changes with regard to substance use, antisocial behavior, family relationships, and/or social competencies.; and
- The number and percent of program youth who have successfully fulfilled all program obligations and requirements.

*Optional Outputs and Outcomes to be determined.*

**Budget:** Formula Grant Funds  
FY09 – \$80,000

*Expected Number of Subgrants:* 1

## **VII: State Advisory Group Allocation**

State Program Description: 31

Standard Program Area: 31

Funding requested to carry out Section 223(a) (3) of the JJDP Act of 2002. These funds enable the State Advisory Group to carry out its duties and responsibilities, as specified by the Governor and the Act.

**Goal:** Ensure compliance with Title II Part B Formula Grants Program of the JJDP Act of 2002 Section 223(a)(3) relating to the State Advisory Group (SAG) activities.

**Objective:** Provide comprehensive support of the State Advisory Group through transfer of knowledge, trainings, meetings and other activities.

**Activities and Services:** The CSA will develop a schedule and timeline for forthcoming SAG meetings and will ensure that SAG representation is in compliance with federal requirements.

Increase engagement of SAG members through active engagement and regular subcommittee meetings.

*Performance Measures:*

- The number of grants funded with Formula Grants funds during the reporting period;
- The number of grant applications reviewed and commented on to guide the development of juvenile justice programming in the state; and
- Number and percent of SAG recommendations for the state Plan implemented during the reporting period.

*Budget:* Formula Grant Funds  
\$30,000

*Expected Number of Subgrants:* N/A

## **8. SUBGRANT AWARD ASSURANCES**

### **Subgrant Award Selection and Model Programs:**

Whenever possible, agencies receiving Formula Grant funds through CSA shall utilize promising, proven, or evidence-based models during implementation.

As part of CSA administration of the Formula Grant program, subgrantees must prove program effectiveness each year as a requirement for future funding. Subgrantees are monitored annually by CSA Field Representatives. Monitoring visits allow opportunity for technical assistance and inspection of fiscal and programmatic source documentation. Additionally, subgrantees are required to submit quarterly progress reports to the CSA.

## **9. STATE ADVISORY BOARD MEMBERSHIP**

California's State Advisory Group (SAG), also known as the State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP), will consist of a minimum of 15 members appointed by the Governor. In an effort to keep the members of the SAG involved in JJDP activities, CSA staff utilized them to determine priority juvenile justice issues for the 2009-2011 Title II plan and application. Additionally, members were each provided a copy of the draft application for review.

### State Advisory Group Membership Roster

	Name	Represents*	Full-Time Government	Youth Member	Appointment Date	Residence
1	Sandra McBrayer, Chair	D			February 2007	San Diego
2	Linda Penner	B/C	X		February 2007	Fresno
3	Michael Nash	B	X		April 2005	Monterey Park
4	Susan Manheimer	B	X		January 2009	Pacifica
5	David Paulson	A/B	X		April 2005	Fairfield
6	Gordon Jackson	G	X		January 2009	Woodland
7	Scott Crane	E		X	April 2005	Aliso Viejo
8	Susan Harbert	B			February 2007	Los Angeles
9	Mimi Silbert, Ph.D.	D			April 2005	San Francisco
10	David Holman	H			February 2007	Sacramento
11	Winston Peters	B	X		February 2007	Los Angeles
12	Carol Biondi, Vice Chair	E			February 2007	Los Angeles
13	Reina Hurtado	E		X	January 2009	South San Francisco
14	Rev. Amos Brown	D			January 2010	San Francisco
15	vacant			X		

**\*Represents:**

- A. Locally elected official representing general purpose local government
- B. Law enforcement and juvenile justice agencies
- C. Public agencies concerned with delinquency prevention or treatment
- D. Private nonprofit organizations
- E. Volunteers who work with juvenile justice
- F. Youth workers involved with programs that are alternatives to confinement
- G. Persons with special experience and competence in address problems related to school violence and vandalism and alternatives to suspension and expulsion
- H. Persons with special experience and competence in addressing problems related to learning disabilities, emotional difficulties, child abuse and neglect, and youth violence

### 10. STAFF OF THE JJDP FORMULA GRANTS

It is the mission of Corrections Standards Authority (CSA) to provide visionary leadership focused on local corrections effectiveness. The CSA brings together leaders in the state and local corrections, and the sectors partnering with them or serving them, to jointly explore pivotal corrections issues while modeling and encouraging persistent efforts that bridge the gap

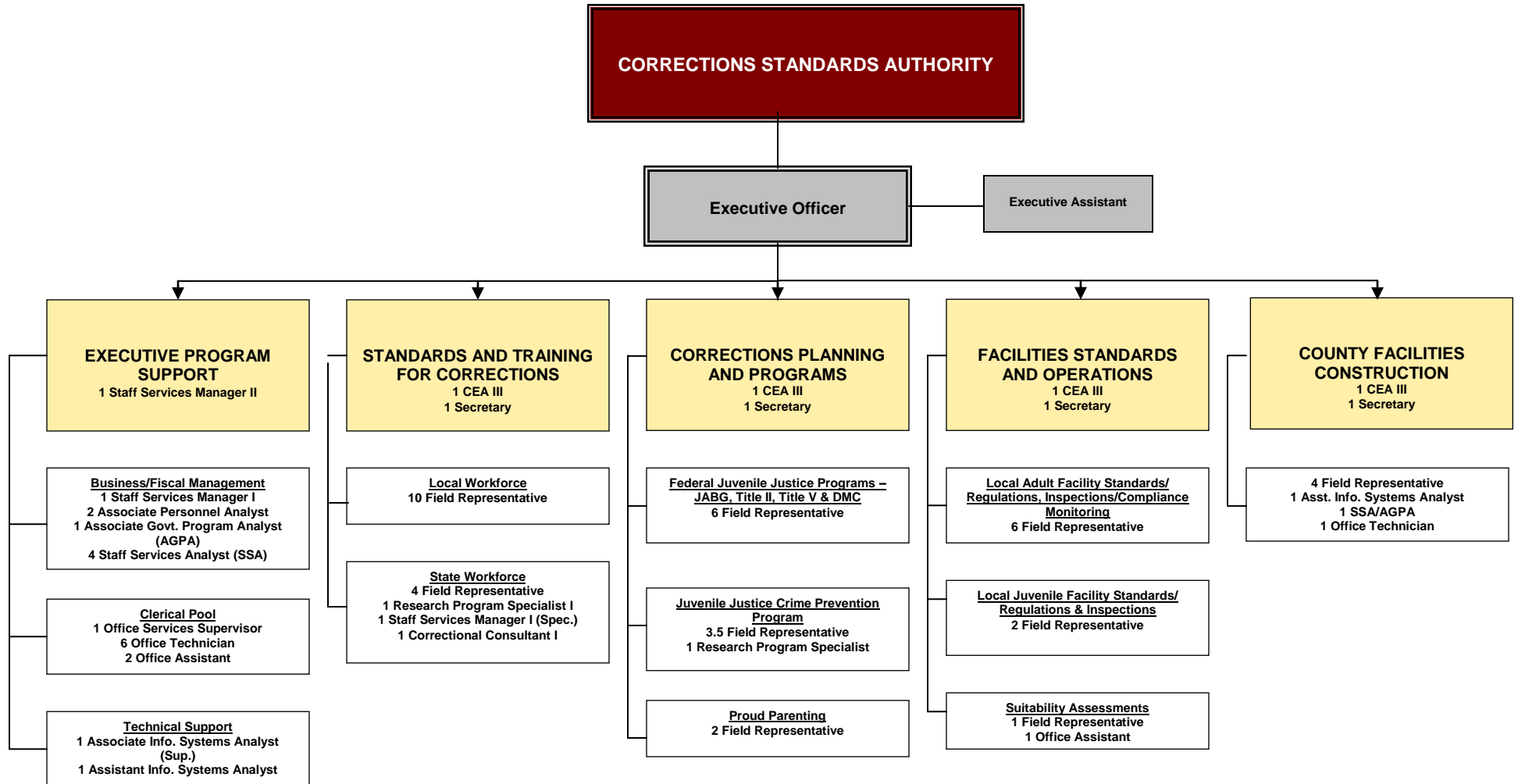
between theory and practice. We provide opportunities to develop knowledge on how corrections organizations can be effectively managed across systems that would otherwise be disconnected from one another. These efforts are outcome-driven, researched-based, and designed to inspire mutual innovation, experimentation, and cooperation while optimizing their influence toward positive change.

The Corrections Planning and Programs Division (CPPD) of CSA administers federal and state juvenile justice grant programs, conducts research and evaluations and distributes federal and state funds for the construction of local juvenile and adult detention facilities.

CPPD fosters collaborative and integrative approaches in partnerships with state and local governments, as well as private sector and private/non-profit service providers, working together to achieve continued improvement in the conditions of California's delivery of programs to juveniles and adults.

Following is the organizational chart of the agency designated to implement the Formula Grants Program.

# CORRECTIONS STANDARDS AUTHORITY ORGANIZATIONAL CHART





## Staffing, (2010 Projections)

The following staff are assigned to Juvenile Justice and Delinquency Prevention Programs: (Title II, Title V, JABG, & Compliance Monitoring)

Marlon Yarber	Deputy Director	15%
Shalinee Hunter	DMC Coordinator/ JJ Specialist	50%
Colleen Stoner	Field Representative	90%
Oscar Villegas	Field Representative	50%
Helene Zentner	Field Representative	50%
Steve Keithley	Field Representative	100%
Allison Ganter	Field Representative	100%
Eight	Field Representatives	20%
Nicole Snyder	Analyst	60%
Dana Bray	Analyst	60%
Reizo Shibamoto	Information Systems Tech	50%
Patricia Sanchez	Information Systems Tech	50%
Marilyn Meth	Office Tech	50%
Stephanie Reyes	Office Tech	50%

**Juvenile Justice Specialist:** The Juvenile Justice (JJ) Specialist coordinates and plans activities for OJJPD grant funding. The JJ Specialist and Consultant are responsible for monitoring the implementation of the programs at the federal, state and local levels, approving Request for Proposals (RFP) and Request for Application (RFA) to be released to interested parties, establishing timelines for progress reports and other documents, and overseeing SAG activities. The JJ Specialist and Consultants report directly to the Deputy Director, Corrections Planning and Program Division (CPPD), and the Executive Director of the CSA.

**Field Representative:** The Field Representative performs a variety of activities relating to Grant Administration and Oversight. Following is a listing of general activities:

- Prepare or assist in the preparation of federal applications submitted to the Office of Juvenile Justice and Delinquency Prevention for funding for the Title II Program, Juvenile Accountability Block Grant Program (JABG), and Title V Program.
- Prepare competitive RFPs as needed and coordinate activities associated with the application process (Title II, Title V, JABG).
- Prepare, review and approve applications for the Juvenile Justice Crime Prevention Act Program.
- Prepare, review, and approve yearly re-applications.
- Coordinate activities to get grantees under contract – new and on-going grantees.
- Collect and report data pertaining to federal and state program activities.
- Provide on-site technical assistance to new grantees regarding data collection, preparing and submitting invoices and budget/program modifications, preparing progress reports, and discussing contract requirements.
- Review and approve/deny quarterly progress reports, invoices and budget/program modifications. If denied, provide technical assistance to correct problems.
- Conduct site visits as needed and an annual monitoring for each grantee. Provide technical assistance as needed to address any problems noted during the on-site visit. Prepare site/monitoring reports and monitor Corrective Action Plans to ensure deficiencies are corrected.
- Prepare correspondence sent to grantees, state and federal agencies, counties and cities, and the general public.
- Provide training as needed to professional organizations, state, city, county and non-profit organizations.

- Prepare and submit federal progress reports.
- Review annual financial audits and resolve any questioned or disallowed cost issues.
- Review & evaluate county compliance with Federal regulations and State law.

The provision of technical assistance by Field Representatives includes review and recommendations regarding the fidelity of local data collection procedures, local research designs, and proposed modifications to local research designs; training to local program evaluators with regard to conducting program evaluations, including appropriate statistical analyses; and review and critique of final local program evaluation reports (which must be approved by the CSA).

**Analyst:** The analyst processes monthly and quarterly invoices from all program participants, tracks grantee activity and balances and prepares documents for grantee contracts

**Office Technician/Assistant/Secretary:** The Office Technician/Assistant/Secretary provides clerical support to Juvenile Grants staff and assists with the preparation of travel, meetings and training.

**Information Systems Technician:** The Information Systems Technician provides assistance to Juvenile Grants staff for technical support.

**Exceptions to Certified Assurances:**  
No exceptions to the certified assurances.

### **List of Programs Administered By CSA**

The CPPD develops, administers and evaluates programs designed to improve the effectiveness of state and local correctional systems and enhance public safety. In carrying out its responsibilities, the CPPD works closely with federal, state and local government agencies, as well as the private sector and nonprofit service providers, to foster collaborative approaches for addressing crime and delinquency. The CPPD provides extensive technical assistance and training to state and local agencies as well as grantees.

- Federal Title II Formula Grants Program, Title V Community Prevention Grants Programs, and JABG Program, all of which support state and local efforts to reduce juvenile crime. The Title II program also includes a major initiative to reduce disproportionate minority contact with the juvenile justice system.
- Juvenile Justice Crime Prevention Act (JJCPA), a state-funded juvenile justice initiative that supports community-based programs focusing on graduated sanctions for at-risk youth and young offenders. In administering the JJCPA, the CPPD assists counties in developing and updating comprehensive multi-agency juvenile justice plans that must be approved by the CSA before counties may access funds available through this initiative.
- Youthful Offender Block Grant (YOBG) program, a state-funded effort established to enhance the capacity of local communities to implement an effective continuum of responses to juvenile crime and delinquency in support of realignment of the youthful offender population shift initiated in 2007. Allocations from the YOBG fund are directed to all counties and are to be used to enhance the capacity of county probation, mental health, drug and alcohol, and other county departments to provide appropriate rehabilitative and supervision services to youthful offenders.
- Proud Parenting Program, a state-funded effort that supports community-based projects aimed at breaking the inter-generational cycle of violence and delinquency among at-risk youth, including teen parents and offenders on parole.
- Youth Center/Youth Shelter Program, which supports the construction, renovation and monitoring of facilities that serve at-risk youth.

**Attachment 3**  
**Application Update for Formula Grants**  
**State of California 2010**

PROGRAMS FOR WHICH GRANT SUPPORT IS REQUESTED					
State Program Designator	Standard Program Areas	State Program Title	Total Funds	OJJDP Federal Share	Match
06	06	Compliance Monitoring	\$547,000	\$547,000	
10	10	Disproportionate Minority Contact	\$2,198,790	\$2,198,790	
1 11 7	1 11 7	Alternatives to Detention Diversion Holistic Approach To Council	\$3,840,210	\$3,840,210	
22	22	Native American	\$80,000	\$80,000	
31	31	State Advisory Group Allocation	\$30,000	\$30,000	
23	23	Planning and Administration	\$1,152,000	\$576,000	(dollar for dollar match)
		Total	\$7,848,000	\$7,272,000	\$576,000

This budget is based on 2009 OJJDP allocations.

This budget reflects the SACJJDP's five (5) priority areas discussed above as well as administrative functions provided by the CSA. Further detail of budget allocations will be provided subsequent to the administration of pertinent RFPs and in the next OJJDP update.